



2006

Annual Report

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Introduction

Fiscal year (FY) 2006 ushered in two important deadlines mandated by the Help America Vote Act (HAVA)—the implementation of statewide voter registration lists and compliance with Section 301(a) of HAVA, which sets forth the requirements that all voting systems used in Federal elections must meet. Consequently, many jurisdictions purchased new equipment and devoted more time and resources to training the staff and poll workers who would be responsible for operating and maintaining the new equipment. In addition, election officials worked to educate the approximately one-third of voters throughout the nation who would use the new equipment.

During the 2006 primaries, election officials experienced the growing pains that come with introducing new technology. Instances occurred due to human error, such as voting systems being programmed incorrectly and forgetting to “zero out” a system after conducting logic and accuracy testing. Other challenges in the 2006 elections included not having the equipment needed to operate a system, as well as recruiting enough poll workers to serve voters. The new technology also presented problems to poll workers who were not familiar with the new systems, and, in some cases, not enough technicians were available to provide assistance.

The lessons learned during the primaries were valuable, and the U.S. Election Assistance Commission (EAC; the Commission) worked with election officials to share commonly experienced challenges to help them develop comprehensive contingency plans for the November 2006 elections. EAC published and distributed a series of *Quick Start Management Guides* to help election officials administer and secure new voting systems. The guides covered ballot preparation and pre-election testing procedures, voting system security, and poll worker training.

In December 2005, the EAC adopted the 2005 *Voluntary Voting System Guidelines* (VVSG), required

by Section 202 of HAVA. These guidelines, which are the third iteration of national voting system standards, significantly increase security requirements for voting systems and expand access, including opportunities to vote privately and independently, for individuals with disabilities. The VVSG provides a set of specifications and requirements against which voting systems can be tested to determine if the systems provide all the basic functionality, accessibility, and security capabilities required of these systems.

The EAC sought public input for the VVSG by holding public hearings in New York City, Pasadena, CA, and Denver, CO. The EAC also posted the VVSG on the EAC Web site for 90 days to obtain public comments and received more than 6,000 comments on the proposed guidelines. The EAC, in consultation with the National Institute of Standards and Technology (NIST), reviewed and considered each comment in developing the final version.

The VVSG also establishes evaluation criteria for the national certification of voting systems. In July 2005, the EAC adopted a two-phase implementation of the *Voting System Testing and Certification Program*, required by Section 231(a)(1) of HAVA. The two phases consisted of (1) the pre-election phase and (2) the full program. In July 2006, two laboratories received pre-election accreditation to test voting systems under the pre-election phase.

In addition to the Commission's efforts to improve voting systems, a top priority in FY 2006 was working with election officials to address the nationwide poll worker shortage by recruiting a new generation of poll workers. The EAC distributed \$300,000 in grants to recruit and train college poll workers, and the Commission plans to issue a recruitment and training manual based on feedback from the grant recipients.

The information in this report outlines the EAC's activities in FY 2006 and includes the agency's goals

for FY 2007. The past year presented a shift in EAC activities from distributing HAVA funds to monitoring and auditing the use of those funds. In addition, one of the Commission's top priorities was working with election officials to assist them as they confronted the realities of meeting the HAVA deadlines and as they adapted to many other changes in election administration, including the introduction of new voting equipment.

The Commission

The EAC is an independent, bipartisan agency created by HAVA. It assists and guides State and local election administrators in improving the administration of elections for Federal office. The EAC provides assistance by dispersing Federal funds to States to implement HAVA requirements, auditing the use of HAVA funds, adopting the VVSG, and serving as a national clearinghouse and resource of information regarding election administration. The EAC also accredits testing laboratories and certifies, decertifies, and recertifies voting systems.

The Commissioners

The four EAC Commissioners serving in FY 2006 were Paul DeGregorio, chairman; Ray Martinez III, vice chairman; Donetta Davidson; and Gracia Hillman. Commissioners, who are nominated by the President and confirmed by the U.S. Senate, may serve only two consecutive terms. Commissioners serve staggered terms. No more than two Commissioners may belong to the same political party. Martinez resigned in August 2006, and his seat on the Commission remained vacant for the remainder of the year.

The Executive Director

Thomas Wilkey was named executive director of EAC in May 2005 by a unanimous vote of the EAC Commissioners.

EAC's executive director serves a 4-year term. The executive director's duties include managing EAC's daily operations, preparing program goals and long-term plans, managing the development of the VVSG, reviewing all reports and studies, and overseeing the appointment of EAC staff members and consultants.

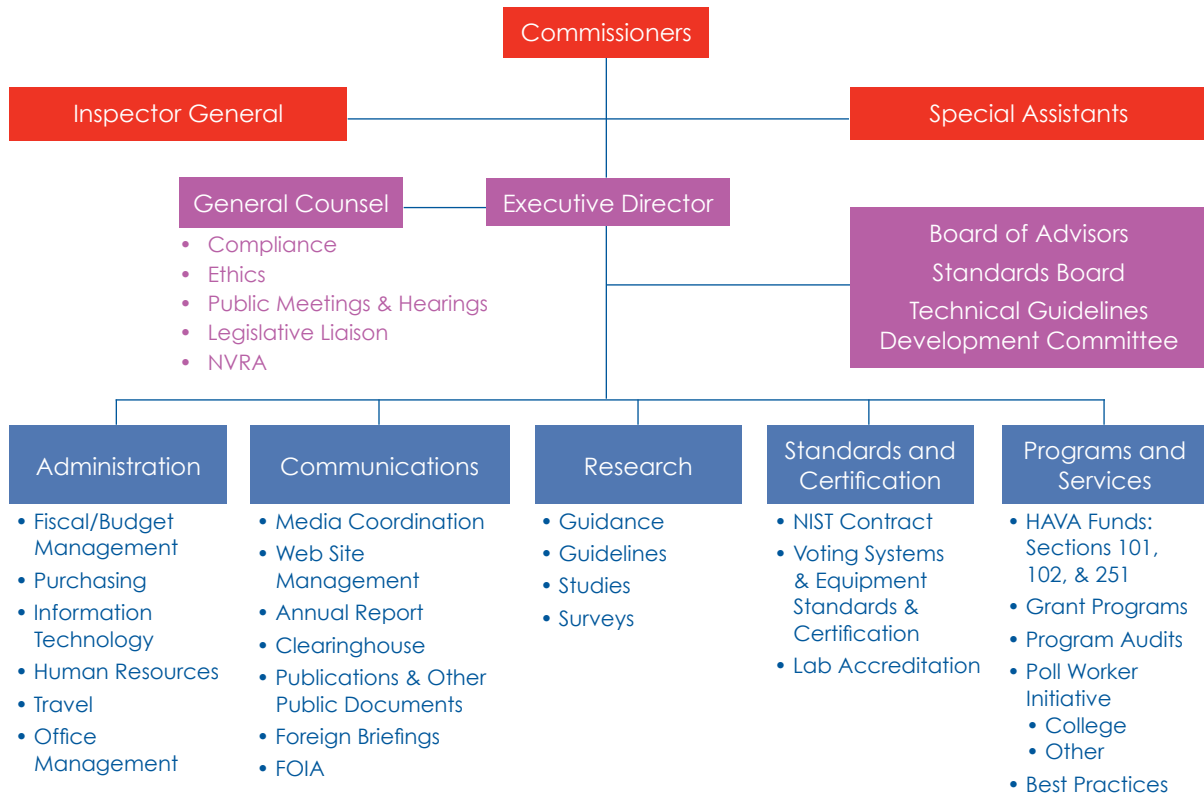
The General Counsel

Juliet Hodgkins was named general counsel of the EAC in August 2004 by a unanimous vote of the EAC commissioners. The general counsel serves a 4-year term and is the chief legal officer for the Commission. The general counsel provides legal advice and counsel to the EAC and its staff; provides advice to EAC's Federal advisory committees; and ensures that the EAC meets all Federal, State, and local legal and regulatory requirements.

The Office of Inspector General

The Office of Inspector General (OIG) became fully operational in FY 2006. Currently, the OIG is staffed with one permanent full-time position (the inspector general) and two contract auditors from the U.S. Department of the Interior, OIG. The OIG also contracted with an independent public accounting firm for additional audit support and with the Office of Inspector General, U.S. General Services Administration (GSA), for investigative assistance. During FY 2006, EAC OIG focused its efforts on States' expenditures of HAVA funds. The objectives of these audits were to determine whether the State (1) expended HAVA payments in accordance with the Act and related administrative requirements; and (2) complied with the HAVA requirements for replacing punch card or lever voting machines, establishing an election fund, appropriating a 5-percent match for requirements payments, and maintaining State expenditures for elections at a level of not less than the amount expended in FY 2000. Reviews of New Jersey, Texas, Georgia, and California were completed in FY 2006. The reviews are available at www.eac.gov.

U.S. Election Assistance Commission Organizational Chart



FOIA = Freedom of Information Act.
 NIST = National Institute of Standards and Technology.
 NVRA = National Voter Registration Act.

In August 2006, the EAC appointed Curtis Crider to be the Commission’s inspector general. Mr. Crider brings 30 years of experience in the inspector general community to the Commission.

Mr. Crider is a 1975 graduate of Clemson University, certified public accountant, and certified internal auditor. He is a member of the American Institute of Certified Public Accountants, the Institute of Internal Auditors, and the Association of Government Accountants.

The inspector general is responsible for establishing an office of inspector general, conducting audits and investigations of the programs and operations of EAC, and examining the expenditure of HAVA funds

by State and territorial governments. The inspector general keeps EAC and Congress fully informed about the findings and activities of the office.

EAC Federal Advisory Committees

HAVA requires a 37-member Board of Advisors and a 110-member Standards Board to help the EAC carry out its mandates under the law. HAVA Section 221 calls for establishing a Technical Guidelines Development Committee (TGDC) to help EAC develop the VVSG. All these governing boards provide valuable input and expertise in forming guidance and policy.

Board of Advisors

Membership on the Board of Advisors includes the following groups, as specified in HAVA (two members appointed by each): National Governors Association; National Conference of State Legislatures; National Association of Secretaries of State; The National Association of State Election Directors; National Association of Counties; National Association of County Recorders, Election Officials and Clerks; The United States Conference of Mayors; Election Center; International Association of Clerks, Recorders, Election Officials, and Treasurers; the U.S. Commission on Civil Rights; and the Architectural and Transportation Barriers Compliance Board.

Other members include representatives from the U.S. Department of Justice, Public Integrity Section of the Criminal Division and the Voting Section of the Civil Rights Division; the director of the U.S. Department of Defense Federal Voting Assistance Program; four professionals from the field of science and technology, one each appointed by the Speaker and the Minority Leader of the U.S. House of Representatives, and the Majority and Minority Leaders of the U.S. Senate; and eight members representing voter interests, with the chairs and the ranking minority members of the U.S. House of Representatives Committee on House Administration and the U.S. Senate Committee on Rules and Administration each appointing two members.

In FY 2006, the board reviewed EAC research activities and the VVSG and offered input and guidance. At its annual meeting, the board passed resolutions regarding provisional voting, the process for reviewing research projects, and accommodating individuals with disabilities. All resolutions are available at www.eac.gov.

Standards Board

The Standards Board consists of 110 members; 55 are State election officials selected by their respective Chief State Election Official and 55 are local election

officials selected through a process supervised by the Chief State Election Official. HAVA prohibits any two members representing the same State to be members of the same political party.

The board elects nine members to serve as an executive board, of which not more than five are State election officials, not more than five are local election officials, and not more than five are members of the same political party.

In FY 2006, the board reviewed EAC research activities and the VVSG and offered input and guidance. At its annual meeting, the board passed resolutions regarding the Commission's approach to conducting research, including the importance of adhering to the research topics prescribed by HAVA. All resolutions are available at www.eac.gov.

Technical Guidelines Development Committee

HAVA mandates that the TGDC help the EAC develop the VVSG. These guidelines are voluntary and each State retains the prerogative to adopt these guidelines.

The chairperson of the TGDC is the director of NIST. The TGDC is composed of 14 other members appointed jointly by EAC and the director of NIST. Members include representatives from the EAC Standards Board, EAC Board of Advisors, Architectural and Transportation Barriers Compliance Board, American National Standards Institute, Institute of Electrical and Electronics Engineers, The National Association of State Election Directors (two representatives), and other individuals with technical and scientific expertise related to voting systems and voting equipment.

The TGDC held several meetings throughout the fiscal year, focusing primarily on finalizing the VVSG and outlining activities related to future iterations of the VVSG. To view TGDC resolutions and for more information, visit www.vote.nist.gov.

EAC Operations

In FY 2006, the EAC continued its work to adopt the VVSG and establish the Federal government's first laboratory accreditation and voting system certification programs. By the end of calendar year 2005, all HAVA Title II requirements payments had been distributed to the States; in FY 2006, the Commission shifted its focus to the audit and reporting responsibilities for those funds prescribed by HAVA, including the expansion of its OIG office and related activities. EAC staff began reviewing States' reports and continued to answer inquiries about the proper use of HAVA funds.

In FY 2006, EAC's appropriation was \$14,058,000; the largest portion of the budget—27 percent—was dedicated to improving voting technology. These improvement activities were related to the development and adoption of the VVSG and the voting system certification program and included \$2,772,000 for NIST to assist EAC with its efforts in these program areas. EAC also used funding under this program to produce and distribute to election officials the *Quick Start Management Guides*, which covered important information about introducing a new voting system, ballot preparation, voting system security, and poll worker training.

Twenty-six percent of the Commission's budget was dedicated to administration and internal operations, including rent, equipment, salaries and benefits, public meeting and hearing expenses, and other administrative costs.

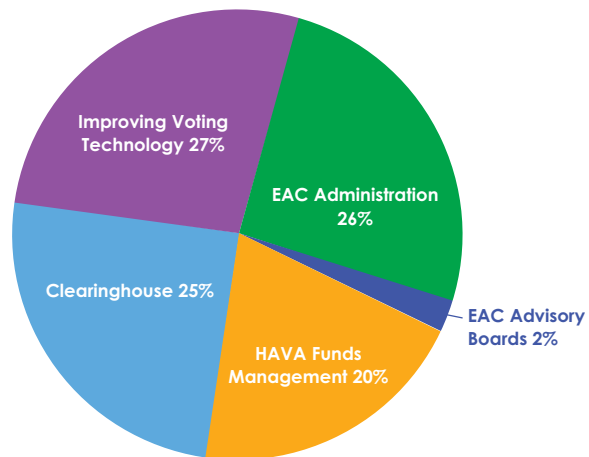
To meet the HAVA mandates for research and study and to establish the EAC as a national clearinghouse of election administration information, 25 percent of the funding was used to conduct research about poll worker recruitment and retention, college poll worker recruitment and retention, voting fraud and voter intimidation, vote count and recount procedures, provisional voting, and voter identification. The results of these research projects will be provided to the States to assist in their efforts to improve election administration, to Congress, and to the public.

Activities also included establishing the Legal Resources Clearinghouse. This percentage also included costs for issuing related *Federal Register* notices regarding EAC activities.

In FY 2006, the EAC's HAVA funds management program expanded due to the shift from distributing funds to managing and auditing the use of funds by the States. Funds management represented 20 percent of the Commission's budget; expenditures included the OIG's activities and increased efforts to collect and publish reporting data from the States.

The EAC applied 2 percent of the budget to fund meetings for the Standards Board and Board of Advisors to help develop the VVSG, review EAC guidance, and provide advice regarding research projects.

EAC Funding Breakdown



In FY 2006, the Commissioners cast votes on a wide variety of issues, and several important votes were cast during public meetings, such as the adoption of the VVSG and the election of officers. All votes are recorded and available to the public at www.eac.gov. A summary of FY 2006 votes is shown in table format on the following pages.

2005 Tally Votes

Title	Decided by Vote of	Date Transmitted	Certified Date
1. Election Day Survey and Executive Summary	4-0	09/23/05	10/03/05
2. Adopt the Inspector General Program for the U.S. Election Assistance Commission	4-0	10/11/05	10/26/05
3. Disbursement of HAVA Title II Requirements Payments to the State of Montana	4-0	10/12/05	10/18/05
4. Appointment of Roger Laroche as the Acting Inspector General	4-0	10/12/05	10/26/05
5. Disbursement of HAVA Title II Requirements Payments to Hawaii	4-0	10/19/05	10/21/05
6. Federal Register Publication of Changes to Delaware's HAVA State Plan	4-0	10/20/05	10/21/05
7. Award of Contract GS-25F-0008P, Zimmerman Associates, Records Management (EAC Contract No. 05-64)	4-0	10/21/05	10/26/05
8. Contract EAC 05-60, IFES, Recruitment, Retention and Training of Poll Workers	4-0	10/21/05	10/26/05
9. Contract GS-23F-8127, KPMG, L.L.P., Indirect Cost Rate Negotiation Assistance (EAC Contract No. 05-48)	4-0	10/21/05	10/26/05
10. Award Contract Act No. E4019700, Mark Braden, Source Selection Panelist Services	4-0	10/21/05	10/26/05
11. Award Contract EAC 05-62, Publius.org, Public Access Portals	4-0	10/21/05	10/26/05
12. Award of Contract EAC 05-52, University of Utah, Vote Count/Recount	4-0	10/21/05	10/26/05
13. Award of Contract GS-00F-0024M, Humanitas, Inc., Website Maintenance (EAC Contract No. 05-49)	4-0	10/21/05	10/26/05
14. Award of Contract EAC 05-61, Cleveland State University, Recruitment, Retention and Training of College Poll Workers	4-0	10/21/05	10/26/05
15. Award of Contract EAC 05-55, Center for Governmental Responsibility, University of Florida, Legal Resources Clearinghouse	4-0	10/21/05	10/26/05
16. Disbursement of Partial HAVA Title II Requirements Payments to Michigan	4-0	10/31/05	11/01/05
17. Ratification of Personal Services Contract with Tova Wang (EAC 05-66)	4-0	11/03/05	11/08/05
18. Ratification of Personal Services Contract with Job Serebrov (EAC 05-67)	4-0	11/03/05	11/08/05
19. Federal Register Publication of Changes to Michigan's HAVA State Plan	4-0	11/04/05	11/08/05
20. Ratification of Personal Service Contract with Connie Schmidt (EAC 05-56)	4-0	11/14/05	11/18/05
21. Contract No. 05-54, American Institute of Graphic Art, Effective Designs for Election Administration	4-0	11/10/05	11/15/05
22. Ratification of Personal Service Contract with Dr. Britain Williams (EAC 05-57)	4-0	11/14/05	11/18/05
23. Memorandum of Understanding Between the U.S. Election Assistance Commission and the National Association of State Election Directors Regarding the Development of Election Management Guidance	4-0	11/17/05	11/22/05
24. Revision to 2004 Best Practices Tool Kit	4-0	11/15/05	11/18/05
25. Disbursement of HAVA Title II Requirements Payments to Delaware	4-0	12/07/05	12/07/05
26. Grant Period and the Use of HAVA Funds	4-0	12/15/05	12/20/05
27. Appointment of Mr. Wilkey as an EAC Contracting Officer	4-0	12/16/05	12/20/05
28. Disbursement of HAVA Title II Requirements Payments to Michigan	4-0	12/20/05	12/21/05

2005 Consensus Votes

Title	Decided by Vote of	Certified Date
1. Consensus Memorandum to Commissioners for Graphic Design and Printing of the Fiscal Year 2005 Annual Report and the Voluntary Voting Systems Guidelines	4-0	12/08/05
2. Approval for Chair To Sign the Statement of Support for the Guard and Reserve Submitted by the National Committee for Employer Support of the Guard and Reserve	4-0	12/08/05
3. No-cost Contract Modification—Kennesaw State University	4-0	12/30/05

2006 Tally Votes

Title	Decided by Vote of	Date Transmitted	Certified Date
1. Federal Register Publication of Changes to West Virginia's HAVA State Plan	4-0	12/22/05	01/04/06
2. Revisions to the Best Practices Tool Kit	4-0	12/29/05	01/03/06
3. Adoption of Executive Order (December 22, 2005) Regarding Across the Board Pay Increase to Government Employees	4-0	12/29/05	01/03/06
4. Appointing Paul DeGregorio as the Designated Federal Officer to the EAC Board of Advisors	4-0	01/10/06	01/18/06
5. Appointing Donetta Davidson as the Designated Federal Officer to the TGDC	4-0	01/10/06	01/18/06
6. Adopting EAC Contracting Policy	4-0	01/10/06	01/18/06
7. Authorizing Tom Wilkey to Execute Agreement With NIST for FY06 Work	4-0	01/12/06	01/25/06
8. Settlement of EDS Claim	4-0	01/18/06	01/25/06
9. FY 2006 Budget	4-0	01/25/06	02/10/06
10. Federal Register Publication of Changes to Maryland and Puerto Rico HAVA State Plans	4-0	02/14/06	02/16/06
11. Intergovernmental Personnel Mobility Agreement for Sandy Steinbach	4-0	03/08/06	03/13/06
12. EAC Policy—Hiring Experts and Consultants	4-0	04/10/06	04/18/06
13. Audit Follow-up	4-0	05/09/06	05/11/06
14. The Quick Start Management Guide	4-0	06/05/06	06/06/06
15. Appointing Gracia Hillman as the Designated Federal Officer to the EAC Standards Board	4-0	06/14/06	06/19/06
16. Federal Register Publication of Changes to the American Samoa HAVA State Plan	4-0	06/14/06	06/19/06
17. Approval and Filing of the Amended FACA Charter for the EAC Standards Board	4-0	06/26/06	07/07/06
18. Approval and Filing of the Amended FACA Charter for the EAC Board of Advisors	4-0	06/26/06	07/07/06
19. Approval and Filing of the Amended FACA Charter for the EAC Technical Guidelines Development Committee	4-0	06/26/06	07/07/06
20. Approval of Proposed Employees' Grade Determinations	4-0	07/07/06	07/17/06
21. Arizona's Request for Accommodation	2-2	07/06/06	07/31/06
22. Appeal of Disqualification of College Poll Worker Program—Valdosta State University	4-0	07/24/06	07/31/06

2006 Tally Votes (continued)

Title	Decided by Vote of	Date Transmitted	Certified Date
23. Appeal of Disqualification of College Poll Worker Program—Wright State University	4-0	07/24/06	07/31/06
24. Approval of HAVA Section 102 Compliance Policy	4-0	07/24/06	07/31/06
25. Recommended Awards for 2006 College Poll Worker Program	4-0	07/27/06	08/02/06
26. Appointment of Curtis Crider as Inspector General	4-0	08/11/06	08/24/06
27. Approval of SysTest Labs, LLC. for Interim Accreditation as an EAC Test Laboratory	4-0	08/11/06	08/24/06
28. EAC Policy for Processing Indirect Cost Proposals From the States for HAVA Funds	3-0	08/25/06	09/05/06
29. Contract Award to the National Academy of Sciences	3-0	08/28/06	09/05/06
30. Approval of EAC Interim Accreditation for Wyle Labs	3-0	09/12/06	09/15/06
31. Federal Register Publication of Changes to the Illinois, Indiana, Louisiana, South Carolina, and Virginia HAVA State Plan	3-0	09/13/06	09/15/06

Keeping the Public Informed and Involved

In FY 2006, one of the EAC's top priorities was the adoption of the 2005 VVSG. To ensure that the process was transparent and inclusive, the EAC posted the draft VVSG on its Web site for 90 days and collected comments from the public, which were made available as well. The EAC received more than 6,000 comments; each one was reviewed and considered by EAC in consultation with NIST in developing the final version. After adopting the final VVSG, the Commission also posted on its Web site a synopsis of the changes. The final VVSG, public comments, and synopsis of changes are available at www.eac.gov.

In FY 2006, the Commissioners traveled to more than 35 States to gather information from election officials and the public about election reform, observe primary elections, learn more about innovative election administration techniques at the local level, and attend poll worker training and recruitment seminars. EAC Commissioners and staff attended conferences held by the National Association of Secretaries of State; The National Association of State Election Directors; the International Association of Clerks, Recorders, Election Officials, and Treasurers; the National Conference of State Legislatures; and the National Association of Counties. The purpose

of attending conferences held by professional organizations was to gather information about progress being made to meet the HAVA mandates, answer questions regarding HAVA funding, provide training on HAVA funds management, discuss EAC research projects, and get input from election officials about how the Commission could help them prepare for the upcoming elections.

In FY 2006, the EAC held nine public hearings about a wide variety of topics, including implementing new voting systems and effective election management techniques, the Commission's Voting System Testing and Certification Program, effective ballot design and polling place signage, voter information Web sites, vote count and recount procedures, and the National Voter Registration Act. Participants included State and local election officials and representatives from government agencies such as the Department of Justice, the National Institute of Standards and Technology, and the Federal Voting Assistance Program. Advocacy groups and organizations such as the National Voting Rights Institute and Project Vote offered perspectives on voter participation and voter registration. The National Organization of State Election Directors, the National Conference of State Legislatures, and the National Association of Secretaries of State provided input on behalf of the organizations' members.

The EAC also began distributing *EAC Newslines*, a monthly newsletter about the Commission's activities and election administration reform updates. Those interested in reading the newsletter can sign up for *EAC Newslines* by sending an e-mail to HAVAinfo@eac.gov.

Ex Parte Policy

In May 2006, in anticipation of the Commission's role in certifying voting systems, the EAC Commissioners unanimously adopted an Ex Parte Policy, which outlines the manner in which Commissioners will conduct meetings and other communications with individuals and organizations other than EAC staff or other Federal government agencies when the individual or organization is engaged in a particular matter with the EAC. The policy plays an important role in protecting the fairness of the EAC's proceedings by ensuring that EAC's decisions are not influenced by off-the-record communication between decision makers and individuals or organizations that are interested in the decision. This policy further serves to help EAC and its staff avoid the appearance of impropriety and to ensure that all individuals or organizations are treated fairly and equitably by the Commission.

The policy states that no Commissioner or staff member with decision making authority shall communicate ex parte with any prohibited individual regarding a particular matter before the Commission. Ex parte communications are off-the-record or nonpublic communications. Meetings

with Commissioners or decision making staff other than those noticed pursuant to the Federal Government in the Sunshine Act (5 U.S.C. 552(b)) and those required as part of the EAC certification, accreditation, audit, or funding programs are considered to be off the record.

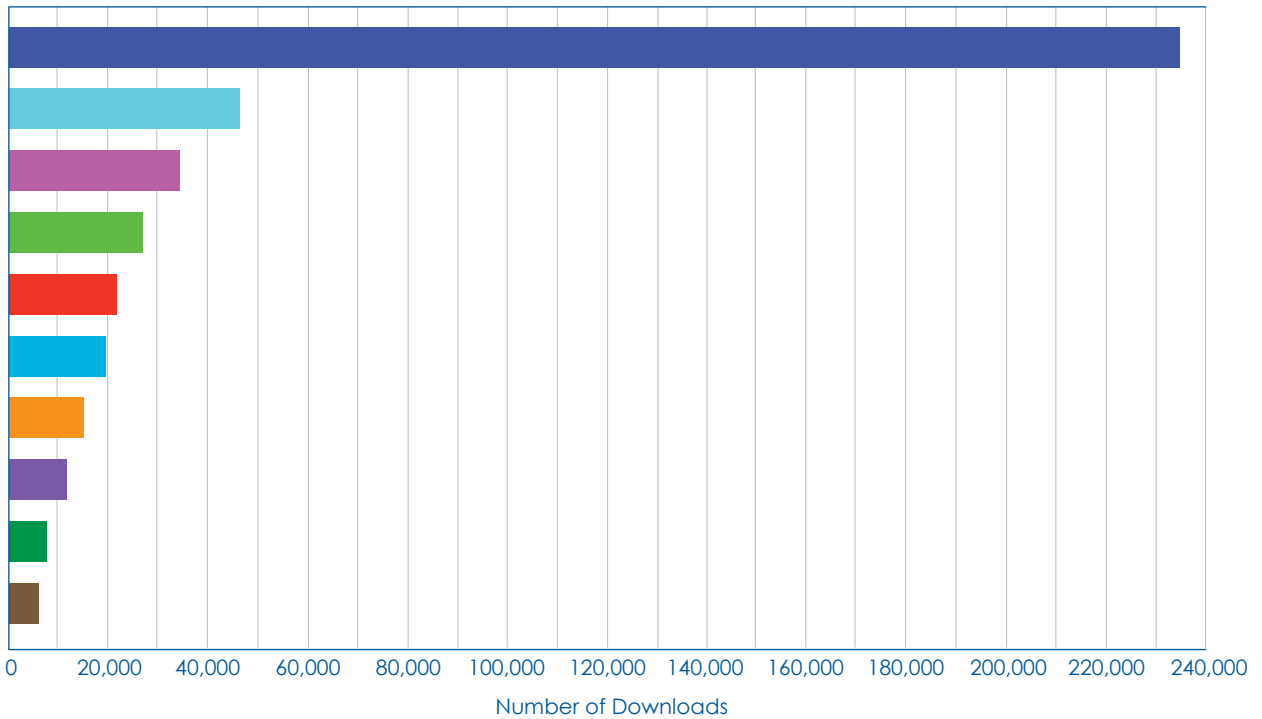
Under the policy, if a Commissioner or staff member with decision making authority inadvertently communicates with a prohibited person regarding a particular matter, the Commissioner or staff member shall disclose the communication in writing to the Commission, including the date, time, place, and subject matter of the communication, and such disclosure shall be made part of the official record of the particular matter. The Ex Parte policy is available at www.eac.gov.

Web Site Activities

During FY 2006, the EAC Web site received more than 2 million hits, more than 1 million page views, and an average of more than 10,000 hits per day. Top page destinations included Register to Vote, the 2004 Election Day Survey, and the Voluntary Voting System Guidelines. One of the most popular downloads was the National Voter Registration Form.

Official meeting minutes and agendas, *Federal Register* notices, public meeting and hearing schedules, the VVSG, and more information about election administration and HAVA are available at www.eac.gov.

Web Site Activities



■ National Voter Registration Act Update 03/16/06

■ National Voter Registration Act

■ Voluntary Voting Systems Guidelines Vol. I

■ National Voter Registration Act Update 09/12/06

■ Voluntary Voting Systems Guidelines Vol. II

■ EAC 2005 Annual Report

■ Full Report of the 2004 Election Day Survey

■ Quick Start Management Guide for New Voting Systems

■ Summary of the 2004 Election Day Survey

■ Election Directory for Cancellation Notices

Improving Voting Systems

States are allowed to choose voting systems provided those systems meet the requirements of Section 301(a) of HAVA, which sets forth the requirements that all voting systems used in Federal elections must meet.

The HAVA 301 (a) requirements state that all voting systems must be able to perform the following functions:

- (1) Allow the voter to review selections before casting a ballot.
- (2) Allow the voter to change selections before casting a final vote.
- (3) Notify the voter when more selections are made than are permitted.
- (4) Provide for the production of a permanent paper record suitable to be used in a manual recount.
- (5) Provide voters with disabilities the same opportunity for access and participation (including privacy and independence).
- (6) Provide accessibility in minority languages for voters with limited English proficiency as required by Section 203 of the Voting Rights Act of 1965.
- (7) Provide for an error rate in operating the voting system that is no greater than the error rate set forth in the 2002 Voting System Standards.

2005 Voluntary Voting System Guidelines (VVSG)

In December 2005, a major goal of HAVA was reached with the unanimous adoption of the VVSG, which significantly increased security requirements for voting systems and expanded access, including opportunities for individuals with disabilities to vote privately and independently.

Before the adoption of the VVSG, the EAC conducted a thorough and transparent public comment process. After conducting an initial review of the draft VVSG, EAC released the two-volume proposed guidelines for a 90-day public comment period; during this period, the EAC received more than 6,000 comments. Each

comment was reviewed and considered before final adoption. The Commission also held public hearings about the VVSG in New York City, Pasadena, CA, and Denver, CO.

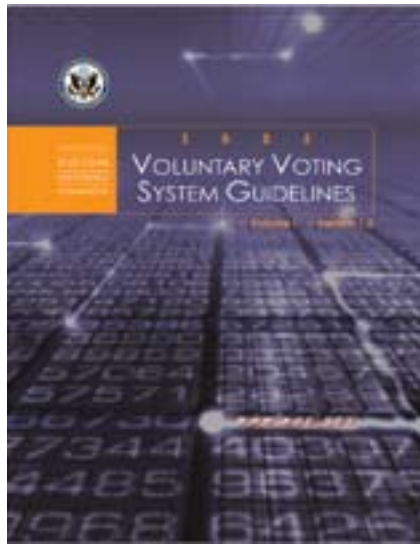
Volume I of the VVSG, *Voting System Performance Guidelines*, includes new requirements for accessibility, usability, voting system software distribution, system setup validation, and wireless communications. It provides an overview of the requirements for independent verification systems, including requirements for a voter-verified paper audit trail for States that require this feature for their voting systems. Volume I also includes the requirement that all voting system vendors submit software to the National Software Reference Library, which will allow local election officials to make sure the voting system software they purchase is the same software that was certified.

Volume II of the VVSG, *National Certification Testing Guidelines*, describes the components of the national certification testing process for voting systems, which will be performed by independent voting system test labs accredited by EAC. EAC is mandated by HAVA to develop a national program to accredit test laboratories and certify, decertify, and recertify voting systems. The VVSG and the comments received from the public about the guidelines are available at www.eac.gov.

History of Voting System Standards (VSS) and Guidelines

The first set of national voting system standards was created in 1990 by the Federal Election Commission (FEC). In 2002, FEC updated the standards and HAVA mandated that the EAC develop a new iteration of the standards—which would be known as VVSG—to address advancements in information and computer technologies. The law also stated that EAC assume responsibility for certifying voting systems and accrediting testing laboratories approved by NIST.

HAVA mandated a 9-month period for the TGDC to develop the initial set of VVSG. The TGDC, working with NIST, technology experts, accessibility experts, and election officials, completed the first draft and delivered it to EAC in May 2005. In addition to providing technical support to the TGDC, NIST also reviewed the 2002 Voting System Standards (2002 VSS) to identify issues to be addressed in the 2005 guidelines, drafted core functional requirements, categorized requirements into related groups of functionality, identified security gaps, provided recommendations for implementing a voter-verifiable paper audit trail, and provided usability requirements. NIST also updated the VVSG's conformance clause and glossary.



pre-election phase will terminate when the EAC implements the program's second phase, scheduled to begin in January 2007.

The purpose of the pre-election phase of the program is to provide voting system manufacturers with a means to obtain a Federal Certification of voting system modifications during the vital period immediately before the November 2006 General Election. (Many States require a national certification as a condition of State certification.) Historically,

the 3- to 4-month period immediately preceding a general election produces a number of emergent situations that require the prompt modification of voting systems. These changes are often required by State or local election officials and must be made before Election Day. To this end, the pre-election phase of the EAC's Certification Program is designed to meet the immediate needs of election officials from the date NASED terminates its qualification program until after the November 2006 General Election. The pre-election requirements of the EAC Certification Program are narrowly tailored to meet these needs.

SysTest Labs and Wyle Laboratories were granted interim accreditation to test modifications to voting systems under the EAC's pre-election phase. Visit www.eac.gov for more information about the EAC's interim accreditation program and about these labs.

In addition to administering the pre-election phase of the certification program, EAC staff will continue to research, develop, and draft the manual for the final phase of the program. The manual will provide the procedural requirements of the EAC Voting System Testing and Certification Program. Although participation in the full program will be voluntary, adherence to the program's procedural requirements is mandatory for participants. The procedural require-

Pre-Election Voting System Certification Program

Section 231(a)(1) of HAVA directs the EAC to provide for the certification, decertification, and recertification of voting systems and the accreditation of testing laboratories, marking the first time the Federal government will be responsible for these activities.

In July 2006, the EAC Commissioners adopted the Voting System Testing and Certification Program, which consisted of two phases: (1) the pre-election phase and (2) the full program. The first phase of the program, which was implemented in July, addressed critical modifications to voting systems required by the States to effectively administer the November 2006 General Election. The program applies to voting system manufacturers who (1) have voting systems that State and local election officials intend to use in the 2006 General Election and (2) had such systems previously qualified to the VSS by NASED. The

ments of this manual supersede any prior voting system certification requirements issued by the EAC.

The new program will provide information and procedures to manufacturers for testing and certifying voting systems consistent with the requirements of HAVA. The program will also support State certification programs, provide information and support to State election officials, and provide increased quality control in voting system manufacturing and increased voter confidence in voting systems.

Key elements of the full program will include manufacturer registration requirements, certification and decertification procedures, and procedures for interpreting the VVSG. The program will also include a quality management component that will provide mechanisms to instill more accountability and transparency into the process. For instance, the program will provide EAC with the authority to inspect voting system manufacturing facilities, to provide a means for receiving voting system anomaly

reports from local election officials, and to inspect and retest fielded voting systems.

Under the full certification program, all manufacturers seeking EAC certification for their voting systems must submit the system for full, end-to-end testing. EAC will not certify a system based on previous NASED qualifications or State certifications.

History of Voting System Certification

NASED, a nonpartisan, volunteer organization consisting of election directors, began testing voting systems against FEC standards in 1994. NASED did not receive Federal or State funds or support to administer this program. The implementation of EAC's certification program will represent the first time the Federal government has ever tested voting systems. Approximately 39 States currently require national certification for voting systems used in their jurisdictions.

Assistance to States— Preparing for Election Day

In FY 2006, many States purchased new voting systems and began the process of preparing to introduce these new systems to voters. The process presented challenges for election officials, which resulted in problems in many States at polling places during the primary elections held in 2006. The new equipment required more technological support and a new, multifaceted approach to preparing for Election Day. Many of the poll workers were not familiar with the new voting systems or the technology associated with those systems, and extensive contingency plans were not in place to address technology failures.

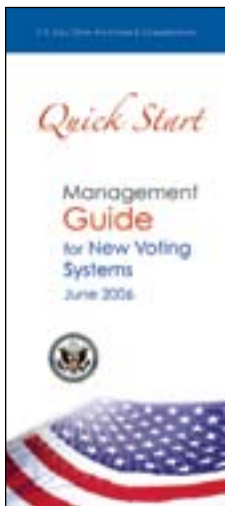
The EAC Commissioners observed primary elections in more than 10 States and attended poll worker training sessions to gather information about

challenges as well as successes. Their goal was to share what they had observed with election officials throughout the Nation as these officials prepared for the November 2006 General Election.

Quick Start Management Guides

The culmination of the Commissioners' observations and ongoing efforts of the Commission to assist election officials resulted in a series of *Quick Start Management Guides*, which provided an overview about how to effectively manage and administer an election. The guides—sent to election officials throughout the Nation—covered introducing a new voting system, ballot preparation, voting system security, and poll worker training. All *Quick Start* guides are available at www.eac.gov.

Quick Start Guide for New Voting Systems



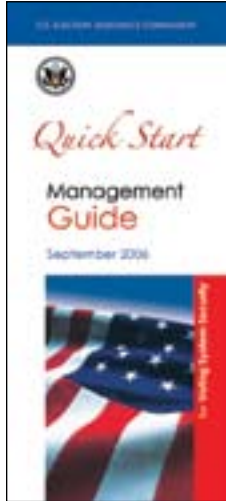
The guide provides a snapshot of processes and procedures election officials should use when introducing a new voting system. It covers receiving and testing of equipment; implementation tips, such as conducting a mock election and developing contingency plans; and programming. The guide also offers Election Day management strategies, including opening the polls, processing voters, and closing the polls.

Quick Start Guide for Ballot Preparation/ Printing and Pre-Election Testing



Ballot preparation and logic and accuracy testing are essential steps to ensure Election Day runs smoothly. The guide offers tips on preparing and printing ballots, which includes confirming that ballots conform to all applicable State laws as well as requiring a multilayered ballot proofing process at each stage of the design and production process. The guide also covers pre-election testing for hardware and software logic and accuracy.

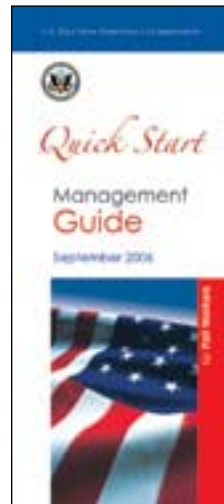
Quick Start Guide for Voting System Security



The introduction of new equipment also ushered in concerns regarding voting system security. To address some of those concerns and to help election officials implement effective management procedures, the guide highlights priority items essential to securing these systems. It addresses software security, advising officials to be sure that the software installed on the systems is the exact version that has been

certified. The guide advises officials to not install any software other than the voting system software on the vote tabulating computer; to verify that the voting system is not connected to any network outside the control of the election office; and to consider any

results transmitted electronically to be unofficial and verify them against results contained on the media that are physically transported to the central office. Also included in the guide are recommendations regarding password maintenance, physical security, personnel security, and procedures to secure the equipment.



Quick Start Guide for Poll Workers

One of the most challenging tasks for election officials is recruiting and training poll workers. The guide contains information about identifying potential poll workers, effective training programs and techniques, as well as procedures to implement on Election Day.

Preparing for Election Day

Election equipment is only half of the equation when it comes to conducting a safe, secure, and accurate election. The EAC recommends taking the following steps to be prepared on Election Day. Details matter.

- Develop chain-of-custody procedures, use tamper-evident seals, and implement inventory control/asset management processes to ensure that voting units and associated equipment are securely controlled and accounted for at all times.
- Develop a procedure for monitoring each person who has access to the voting system, including the election office staff, vendor personnel, and visitors. Control access of vendor personnel to the system. It is essential that the vendor never be allowed access to the voting system without a member of the election office staff present.
- Follow State guidelines for conducting logic and accuracy testing on voting machines before each election.
- Encourage poll managers to periodically verify the number of voters processed against the number of votes recorded (via public counter) on the voting devices and to compare that number with the total number of signatures recorded in the poll book.
- Establish procedures to securely transport election results from optical scanners to vote-tabulation computers if the optical scanners are not located in the same location where voter tabulation takes place.
- Consider any results transmitted electronically from the precinct to the central office to be unofficial and verify them against the results that are physically transported to the central office.

Recruiting the Next Generation of Poll Workers

Title V of HAVA requires the EAC to establish the Help America Vote College Program. This program has two major purposes:

- To encourage students enrolled at institutions of higher education (including community colleges) to assist State and local governments in the administration of elections by serving as nonpartisan poll workers or assistants.
- To encourage State and local governments to use the services of the students participating in the program.

In FY 2006, under the Help America Vote College Program, the EAC awarded a total of \$300,000 in grants to develop programs to recruit and train college students to serve as nonpartisan poll workers and poll assistants. The funds were used to encourage students enrolled at institutions of higher education (including community colleges) to assist in the administration of elections.

Out of 55 applicants, 19 grantees were selected by six panels of independent reviewers from a variety of backgrounds and experience related to elections and higher education. The grantees were chosen based on their innovative approaches to engaging

college students and their ability to ensure that these students would improve the process of election administration, including serving as poll workers on Election Day.

The choice of these grantees produced an FY 2006 program that was diverse in geography, type of institution, and style of organization. According to the plans of these grant recipients, major cities, rural areas, and a number of communities with polling places composed largely of Hispanic, African-American, or Native American populations would be served.

To further assist the grantees' efforts, EAC provided a draft of the *Guidebook to Recruiting College Poll Workers*, which had been produced through research partially paid with FY 2005 funds designated for the Help America Vote College Program. EAC plans to use feedback provided by the grantees to make changes before publishing the first version of the guide.

The first reports from the grantees, filed in October 2006, covered activity from the award of the grant through September 30, 2006. Because this was the beginning of the fall semester at colleges and universities, very little or no activity was reported for this period of time. EAC anticipates that the bulk of the activity will be disclosed in the next report, which is due March 31, 2007, and will cover activity from October 1, 2006, through December 31, 2006.

2006 Help America Vote College Program Grant Recipients

1. American University (AU) \$16,000

AU's Center for Democracy and Election Management (CDEM) planned to recruit approximately 100 AU students to work at polling places throughout Washington, DC, in the November 7, 2006 General Election. CDEM's extensive marketing and communication efforts were to include an innovative slogan and logo for the project (to appear on t-shirts, on posters, and in advertisements in the student newspaper) and to use a variety of other outlets to reach students on campus. Robert Pastor, director

of CDEM, was to launch a fall lecture series on U.S. election issues during the first week of classes. Additional speakers to be invited included EAC Commissioners and U.S. Representative Eleanor Holmes Norton. The D.C. Board of Elections was to organize poll worker training on AU's campus in advance of November 7. CDEM planned to hold a separate informational session for student participants to review different kinds of material—such as the right to vote and the importance of voting—in order to put their experience into an educational context.

2. **California State University, Long Beach (CSU-LB)** \$16,992

California State University at Long Beach planned to recruit and train 400 students to serve as poll workers in Los Angeles County, CA. Working with Associated Students, Incorporated (the student government organization at CSU) and Los Angeles County, activities were to include recruitment, professor involvement, training, poll worker involvement, and troubleshooters (for student issues related to the project). The project planned to develop media materials based on EAC guidance and other items and a public service announcement for use on the college TV stations that would encourage attendance at any one of five poll worker training meetings.

3. **Citizens Union Foundation (CU) of the City of New York** \$19,000

The Citizens Union Foundation of the City of New York planned to recruit and train 500 college poll workers for the upcoming primary and general elections to be conducted by the New York City Board of Elections (NY BOE). The program focused on the students' technical savvy and language assistance talents, which the NY BOE needed. Technical recruiting tools were to include a Web site functionality, online social networking, and Web advertising. Traditional methods of outreach were to focus on entertainment venues that appeal to college students and established partnerships with events such as Summer Stage and Shakespeare in the Park. CU will work with the City University of New York's Baruch College, School of Public Affairs, to institutionalize the recruitment of poll workers on campus. CU planned to contribute \$8,000 of its own funds to complete the project (\$28,000 estimated to complete).

4. **Elgin Community College (ECC)** \$12,000

Elgin Community College planned to recruit 100 students to be trained and to serve as poll workers and 14 to be bilingual poll workers for Kane County, IL. The program also planned to recruit and train 140 poll assistants, who will help set up the polling stations. Students were to earn student development credit for participation as a poll worker and, depending on their service, would have their tuition waived by the school. Training classes were to include a civic education component and incorporate a curriculum focused on multicultural, disability, and technology

aspects of the program. Products developed were to include a "before" and "after" internal poll of students' knowledge of different voting procedures, which will measure the success of poll worker training outreach.

5. **Hattiesburg Alumnae Chapter of the Delta Sigma Theta (DST)** \$10,000

The Hattiesburg, MS Alumnae Chapter of the Delta Sigma Theta planned to recruit and train college poll workers to serve in disadvantaged polling places in Hattiesburg. Rallies and organizational efforts to recruit students were to be emphasized. The DST chapter has focused its efforts on involving residents displaced by the Hurricane Katrina disaster. They planned to roll out their program with a concentrated "free media" campaign and a training/informational session that would focus on civic engagement and public service. The sorority planned to set a goal for each member to recruit three other students to serve as poll workers on election day.

6. **Illinois Central College (ICC)** \$15,169

Illinois Central College planned to recruit and train 50 college students to be poll workers and assistants in Peoria County, IL. The program planned to focus on technology savvy students. The recruitment approach was to be primarily a peer-to-peer approach. The program planned to survey students after Election Day about their experience as a poll worker, and to share the data with local elections officials. Students also were to have a forum in which to share their experiences with their peers after they completed their poll worker service.

7. **Indiana University (IU)** \$19,910

Indiana University planned to implement a seven-point plan as part of a statewide effort to recruit college student poll workers: (1) create relationships through the University's American Democracy Project; (2) recruit campus-based recruiters/trainers to serve as "campus champions"; (3) train campus champions in the Indiana Secretary of State's curriculum development program; (4) work with local election officials; (5) recruit students as poll workers in their 'home' counties; (6) follow up with student poll workers; and (7) encourage information flow among the program, campus champions, and local election officials to ensure feedback.

8. **Lander University** \$11,000
Lander University planned to recruit and train 76 college students to be poll workers—2 per polling precinct—for Greenwood County, SC. The students were to help bridge the technology divide as the November 2006 General Election was expected to be the first time many people would be using electronic machines. The recruitment approach was to be multifaceted: having students wear t-shirts every Tuesday before Election Day, using local print media, and creating a brochure. Students would also be required to participate in a post-election meeting in which they would submit a written account of their experience as a poll worker.
9. **Maricopa County Community College (MCCC), Mesa District** \$17,486
Maricopa County Community College planned to focus on specific departments that would provide a particular kind of poll worker for elections in Maricopa County, AZ—for example, specific outreach was to be made to political science, Spanish, and computer science majors to volunteer. The program planned to emphasize the civic engagement experience through the varied community colleges in Maricopa County, focus on college-based media exposure, and develop informational literature that would be used on all campuses.
10. **Northern Kentucky University (NKU) Research Foundation** \$12,000
The Northern Kentucky University Research Foundation planned to recruit college students to serve as poll workers in Kentucky and southern Ohio. NKU planned to work with election officials from both jurisdictions to ease any gaps in staffing the polls. A “Step Up to the Plate” media campaign was to be used to recruit students. Unique media and design efforts were to showcase the advertising efforts of the institution.
11. **Project Vote—New Castle County, DE** \$16,875
Project Vote in New Castle County, DE, planned to recruit and train 40 to 60 college students to be poll workers for New Castle County by partnering with the Delaware College of Art & Design, Delaware Technical Community College (Stanton and Wilmington campuses), Golden-Beacom College, University of Delaware at Newark, Delaware State University (Wilmington campus), Widner University School of Law, and Wilmington College. The recruitment approach was to be multifaceted, including peer-to-peer engagement, working with student governments, class presentations, and using Internet sites such as “facebook” and MySpace.com.
12. **Project Vote—Saginaw City, MI** \$16,875
Project Vote in Saginaw, MI, planned to recruit and train 40 to 50 college students to be poll workers for the city of Saginaw by partnering with the Delta College, Saginaw Valley State University, and Davenport University. The recruitment approach was to be multifaceted, including peer-to-peer engagement, working with student governments, class presentations, and using Internet sites such as “facebook” and MySpace.com.
13. **Research Foundation of the State University of New York (SUNY)** \$13,678
The Research Foundation of the State University of New York, on behalf of and in conjunction with SUNY Cortland, sought the award to recruit and train 50 college students to be poll workers for Cortland County, NY. The program planned to focus on sophomores and juniors because they are most likely to be available for elections in the immediate future. The recruitment approach was to be multifaceted, having students wear sweatshirts, placing table tents on dining room tables, placing announcements in campus media, and having class announcements. Students were to be interviewed after Election Day to encourage an open-ended discussion of their experiences as poll workers.
14. **United Tribes Technical College (UTTC)** \$18,000
United Tribes Technical College planned to recruit and train students at Native American-serving institutions as college poll workers for North Dakota (part of a tri-State effort involving Native Americans in Montana, North Dakota, and South Dakota) to fill the need for Native American poll workers on reservations. The program was to incorporate reservation-based poll worker training. Educational videos, developed in part with a 2004 Help America Vote College Program grant, were to be reproduced and used as part of a remote training process. UTTC planned to build on the successes of the 2004 program and help inform nontraditionally aged students to serve their polling places, often in remote or rural locations.

15. University of Baltimore (UB) \$18,996

The University of Baltimore's Schaefer Center and Center for Citizenship and Applied Politics planned to recruit college poll workers for the city of Baltimore, MD, and participating Maryland counties. The program was to use a Web site and immediate press push to notify students of the program. Student election judge recruiters were to be selected and trained. A program leadership team was to develop links among students, faculty, and local and State election officials. The program was to include a civics training component and an extensive post-service evaluation process that would indicate how EAC factors, training, recruitment, and motivational efforts affected college poll workers.

16. University of Central Florida (UCF) \$15,288

The University of Central Florida planned to recruit college poll workers and poll assistants for Orange County, FL. Its Institute of Politics and Government was to use a new assessment of the entire poll worker and poll assistant roles that must be filled by registered voters in Orange County and those that can be filled by individuals who are not registered in Orange County to assign students recruited through the program. The project was broken into different phases that were to focus on planning, recruitment, results, and research. The program planned to use Web-based and interpersonal recruitment by student leaders, run public service announcements on student-run radio, and encourage involvement through the "Help Central Florida Vote" initiative. UCF planned to use its relationship with Valencia Community College to incorporate the support of the community college network. The program also was to conduct a post-poll worker assessment, with a complete report indicating strengths and weaknesses of the program to be presented to EAC.

17. University of Texas at El Paso (UTEP) \$20,000

The University of Texas at El Paso planned to recruit and train 40 college students to be poll workers for El Paso County, TX, with an emphasis on students who are bilingual in Spanish and English. The recruitment

approach was to be multifaceted, including peer-to-peer engagement, classroom presentations, and informational booths. A "Join the Boarder Poll Crew" effort was to use the EAC-developed college poll worker materials. El Paso County committed to train representatives from the university's Center for Civic Engagement who would, in turn, train the student poll workers. Four students were to be trained on qualitative observation methods to help determine the number of bilingual poll workers required to serve the needs of the Spanish-speaking voters in the community.

18. University of Virginia (UVA) Center for Politics \$14,699

The University of Virginia planned to develop and expand a partnership among UVA, the city of Charlottesville, and Albemarle County, VA. The program was to include outreach to Piedmont Community College. Staffers from the Center for Politics were to recruit and train 90 students to serve in Charlottesville and 30 students to serve in Albemarle County. Methods of recruitment were to include MySpace.com and other technological and traditional ways of recruitment. The program planned to employ student-workers to increase student buy-in throughout the process. The students were to gain ownership of the process, in part, through a special 'swearing in' ceremony on 'The Lawn' at UVA.

19. Western Connecticut State University (WCSU) \$16,032

Western Connecticut State University planned to recruit and train technology savvy college students to be poll workers for the city of Danbury, CT, with an emphasis on recruiting students who are studying political science, justice and law administration, and humanistic studies. The recruitment approach was to be multifaceted, including classroom announcements and a table at the 2006 Clubs Carnival. The program planned to use the EAC-developed college poll worker materials. Students in the program were to be encouraged to create an ePortfolio (an online journal and profile page) and wear poll worker t-shirts every Tuesday before Election Day.

HAVA Funds Management

Congress appropriated more than \$3 billion to be distributed to the States to implement HAVA; most of that money goes toward requirements payments, also known as Title II, Section 251 payments. These funds are provided primarily to help States meet the uniform and nondiscriminatory election technology and administration requirements of Title III of HAVA. These requirements include voting system standards, provisional voting, voting information requirements, a computerized statewide voter registration list, and identification requirements for first-time voters who register to vote by mail.

Of the \$2,319,360,620 in funds appropriated in FY 2003 and FY 2004 for Title II requirements payments, EAC disbursed the final \$58,265,883 to four States in FY 2006.

By the end of the first quarter of the fiscal year, every State and territory had received its entire share of the funds appropriated in FY 2003 and FY 2004 for requirements payments.

Because no additional appropriations have been made for requirements payments, EAC will not disburse more requirements payments until after recouping the portion of HAVA Title I, Section 102, funds that were not used by the statutory deadline to replace all punch card and lever machine voting systems in qualifying States. In accordance with HAVA Sections 102(d) and 104(c), EAC will redistribute these returned funds to the States as requirements payments.

During the past 2 years, EAC has answered hundreds of questions from election administrators around the country regarding the appropriate use of HAVA funds. To provide all election administrators with information regarding the types of questions that EAC has received and the answers that it has given, the Commission compiled a list of frequently asked questions to assist election officials with the reporting requirements and to clarify the rules regarding the proper use of HAVA funds. The document, available at www.eac.gov, covers topics such as accounting procedures, rules regarding equipment, income from HAVA funds, matching funds, and cost sharing.

Requirements Payments Processed by EAC in FY 2006

Date Approved	State	FY 2003 Funds*	FY 2004 Funds*	Total*
10/18/05	Montana	\$0**	\$7,446,803	\$7,446,803
10/21/05	Hawaii	\$0**	\$7,446,803	\$7,446,803
11/01/05	Michigan	\$0**	\$17,615,000***	\$17,615,000
12/07/05	Delaware	\$0**	\$7,446,803	\$7,446,803
12/21/05	Michigan	\$0**	\$18,310,474***	\$18,310,474
Total		\$0	\$58,265,883	\$58,265,883

* Figures rounded to nearest dollar.

** State had already received its FY 2003 requirements payment.

*** State previously received a partial FY 2004 payment based on a partial 5-percent match.

HAVA Requirements Payments—Funds Available for Distribution as of December 21, 2005

	Fiscal Year 2003*	Fiscal Year 2004*	Total*
Amount(s) appropriated	\$830,000,000	\$1,498,200,000	\$2,328,200,000
Federal rescission	\$0	(\$8,839,380)	(\$8,839,380)
Amount to be disbursed	\$830,000,000	\$1,489,360,620	\$2,319,360,620
Amount disbursed to date	\$830,000,000	\$1,489,360,620	\$2,319,360,620
Remaining to be disbursed	\$0	\$0	\$0

* Figures rounded to nearest dollar.

All HAVA Title II Requirements Payments Processed by EAC as of December 21, 2005

State or Territory	FY 2003 Funds*	FY 2004 Funds*	Total Payment(s) to State*
Alabama	\$12,835,092	\$23,031,421	\$35,866,513
Alaska	\$4,150,000	\$7,446,803	\$11,596,803
American Samoa	\$830,000	\$1,489,361	\$2,319,361
Arizona	\$14,523,463	\$26,061,052	\$40,584,515
Arkansas	\$7,729,205	\$13,869,365	\$21,598,570
California	\$94,559,169	\$169,677,955	\$264,237,124
Colorado	\$12,362,309	\$22,183,056	\$34,545,365
Connecticut	\$9,919,624	\$17,799,877	\$27,719,501
Delaware	\$4,150,000	\$7,446,803	\$11,596,803
District of Columbia	\$4,150,000	\$7,446,803	\$11,596,803
Florida	\$47,416,833	\$85,085,258	\$132,502,091
Georgia	\$23,170,602	\$41,577,568	\$64,748,170
Guam	\$830,000	\$1,489,361	\$2,319,361
Hawaii	\$4,150,000	\$7,446,803	\$11,596,803
Idaho	\$4,150,000	\$7,446,803	\$11,596,803
Illinois	\$35,283,025	\$63,312,227	\$98,595,252
Indiana	\$17,372,175	\$31,172,812	\$48,544,987
Iowa	\$8,495,310	\$15,244,073	\$23,739,383
Kansas	\$7,661,648	\$13,748,141	\$21,409,789
Kentucky	\$11,773,250	\$21,126,042	\$32,899,292
Louisiana	\$12,549,220	\$22,518,452	\$35,067,672
Maine	\$4,150,000	\$7,446,803	\$11,596,803
Maryland	\$15,201,214	\$27,277,216	\$42,478,430
Massachusetts	\$18,688,102	\$33,534,124	\$52,222,225
Michigan	\$28,256,578	\$50,703,896	\$78,960,474
Minnesota	\$14,020,413	\$25,158,375	\$39,178,788
Mississippi	\$8,022,516	\$14,395,687	\$22,418,203
Missouri	\$16,073,033	\$28,841,617	\$44,914,650
Montana	\$4,150,000	\$7,446,803	\$11,596,803
Nebraska	\$4,920,376	\$8,829,173	\$13,749,549
Nevada	\$5,785,410	\$10,381,400	\$16,166,810
New Hampshire	\$4,150,000	\$7,446,803	\$11,596,803
New Jersey	\$24,358,479	\$43,709,107	\$68,067,586
New Mexico	\$5,110,126	\$9,169,664	\$14,279,790
New York	\$54,900,465	\$98,513,965	\$153,414,430
North Carolina	\$23,431,708	\$42,046,100	\$65,477,808
North Dakota	\$4,150,000	\$7,446,803	\$11,596,803
Ohio	\$32,562,331	\$58,430,186	\$90,992,517
Oklahoma	\$9,898,202	\$17,761,436	\$27,659,638
Oregon	\$9,961,818	\$17,875,589	\$27,837,406
Pennsylvania	\$35,992,863	\$64,585,966	\$100,578,829
Puerto Rico	\$830,000	\$1,489,361	\$2,319,361
Rhode Island	\$4,150,000	\$7,446,803	\$11,596,803
South Carolina	\$11,602,190	\$20,819,090	\$32,421,280
South Dakota	\$4,150,000	\$7,446,803	\$11,596,803
Tennessee	\$16,545,934	\$29,690,196	\$46,236,130
Texas	\$57,504,778	\$103,187,171	\$160,691,949
Utah	\$5,892,900	\$10,574,281	\$16,467,182
Vermont	\$4,150,000	\$7,446,803	\$11,596,803
Virgin Islands	\$830,000	\$1,489,361	\$2,319,361
Virginia	\$20,572,984	\$36,916,377	\$57,489,361
Washington	\$16,889,420	\$30,306,551	\$47,195,971
West Virginia	\$5,476,493	\$9,827,076	\$15,303,569
Wisconsin	\$15,410,741	\$27,653,194	\$43,063,935
Wyoming	\$4,150,000	\$7,446,803	\$11,596,803
Total	\$830,000,000	\$1,489,360,620	\$2,319,360,620

* Figures rounded to nearest dollar.

Recouping HAVA Section 102 Funds

Section 102 of HAVA provided funds to States for the replacement of punch card or lever voting machines with voting systems that meet HAVA Section 301 voting system standards (42 U.S.C. §15302). Prior to the establishment of the EAC, General Services Administration (GSA) distributed some of these funds to the States. The EAC, however, is the Federal agency responsible for auditing and overseeing the use of HAVA Section 102 funds.

HAVA initially mandated that the Section 102 funds be used to replace voting systems in time for the regularly scheduled general election for Federal office in November 2004. The statute, however, allowed States to file for a waiver of that deadline for good cause. States that filed for a waiver had until the first election for Federal office held on or after January 1, 2006

(42 U.S.C. §15302(a)(3) (A) & (B)). Of the 30 States receiving Section 102 funds, 23 requested this waiver. HAVA allows no additional extension of the deadline.

The chart below shows the applicable deadline for every State that received Section 102 funds.

HAVA Section 102(d) requires States that have not replaced all of their punch card and lever machine voting systems by the applicable deadline to repay a portion of the Section 102 funds equal to the percentage of noncompliant precincts. This percentage is established by taking the total number of qualifying precincts that have not fully replaced their punch card and lever machines in accordance with HAVA (42 U.S.C. §15302 (a) & (b)) and dividing that number by the total number of qualifying precincts in the State. (See 42 U.S.C. §15302(d).)

HAVA Section 102 Funds			
State	Total Qualified Precincts	Section 102 Funds Received	Deadline
Alabama	16	\$51,076	11/02/04
Arizona	490	\$1,564,188	11/02/04
Arkansas	805	\$2,569,738	05/23/06
California	17,957	\$57,322,707	04/11/06
Colorado	682	\$2,177,095	08/08/06
Florida	3,628	\$11,581,377	11/02/04
Georgia	1,485	\$4,740,448	11/02/04
Illinois	10,590	\$33,805,617	03/21/06
Indiana	2,983	\$9,522,394	05/02/06
Kentucky	147	\$469,256	05/16/06
Louisiana	2,303	\$7,351,684	11/07/06
Maryland	513	\$1,637,609	11/02/04
Massachusetts	476	\$1,519,497	09/19/06
Michigan	2,046	\$6,531,284	08/08/06
Mississippi	557	\$1,778,067	06/06/06
Missouri	3,594	\$11,472,841	08/08/06
New Jersey	2,724	\$8,695,609	06/06/06
New York	15,539	\$49,603,917	09/12/06
North Carolina	280	\$893,822	05/02/06
Ohio	9,607	\$30,667,664	05/02/06
Oregon	571	\$1,822,758	11/02/04
Pennsylvania	7,179	\$22,916,952	05/16/06
South Carolina	679	\$2,167,518	11/02/04
Tennessee	775	\$2,473,971	08/03/06
Texas	1,964	\$6,269,521	03/07/06
Utah	1,794	\$5,726,844	06/27/06
Virginia	1,418	\$4,526,569	06/13/06
Washington	2,130	\$6,799,430	09/19/06
West Virginia	736	\$2,349,474	05/09/06
Wisconsin	410	\$1,308,810	09/12/06

In FY 2006, EAC established a process by which States are required to certify the total number of qualified precincts¹ that have replaced all punch card or lever machines by the applicable deadline. This certification process means that no punch card or lever voting systems were used in the qualified precinct.² The replacement systems must (1) not use punch cards or levers, (2) meet the requirements of HAVA Section 301 (42 U.S.C. §15481), and (3) comply with all other relevant Federal statutory requirements (noted in 42 U.S.C. §15545). Certifications were sent to the Chief State Election Official of every State that received Section 102 funds. If States cannot certify the proper and timely use of the Section 102 funds, HAVA requires that the funds be returned for EAC to disburse as requirements payments (42 U.S.C. §§ 15304 & 15401). The Commission has approved a compliance policy for this process, including an appeal process, and the Commission has created a uniform review process for State Section 102 certifications.

The certification process is ongoing and is expected to be completed by early summer 2007. EAC cannot redistribute returned funds as requirements payments until all States that are required to repay the Section 102 funds have done so. To receive requirements payments, all States will have to follow the steps outlined in HAVA Section 253, including filing a revised State plan that discloses how the State will use the funds and appropriating the necessary 5-percent match.

Sources and Uses of HAVA Funds

EAC oversees three sources of funding provided by HAVA to improve the administration of Federal elections and to meet the requirements of Title III of HAVA (specifically to implement provisional voting, to meet voting system standards, to develop and implement a computerized statewide voter registration list, to post required voting information at the polls, and to implement voter identification

requirements for first-time voters who register by mail to vote). Those sources are Section 101, Section 102, and Section 251 funds.

The funds received by a State under Section 101 can be used for the following purposes:

- Complying with the requirements under Title III.
- Improving the administration of elections for Federal office.
- Educating voters about voting procedures, voting rights, and voting technology.
- Training election officials, poll workers, and election volunteers.
- Developing the State plan for requirements payments to be submitted under part 1 of subtitle D of Title II.
- Improving, acquiring, leasing, modifying, or replacing voting systems and technology and methods for casting and counting votes.
- Improving the accessibility and quantity of polling places, including providing physical access for individuals with disabilities; providing nonvisual access for individuals with visual impairments; and providing assistance to Native Americans, Alaska Native citizens, and individuals with limited proficiency in the English language.
- Establishing toll-free telephone hotlines that voters may use to report possible voting fraud and voting rights violations; obtain general election information; and access detailed automated information on their own voter registration status, specific polling place locations, and other relevant information.

Section 102 funds can be used only for the purposes of replacing punch card and lever voting systems with voting systems that comply with Section 301(a) of HAVA.

Section 251 funds can be used to implement any of the Title III requirements, including procuring or up-

¹ Those precincts that used punch card or lever machines to administer the regularly scheduled general election for Federal office held in November 2000.

² Replaced punch card or lever voting systems may not be transferred for use in a different precinct.

grading voting systems to comply with Section 301 voting system standards; implementing provisional voting; posting required voting information in the polling place; developing and implementing a computerized statewide voter registration list; and implementing identification requirements for first-time voters who register by mail on or after January 1, 2003, to vote. In addition, States and local governments can use HAVA funds to improve the administration of elections for Federal office when the State has notified EAC that one of the following two conditions is met: (1) the State has met the requirements of Title III or (2) the State intends to use an amount not to exceed the amount of the minimum payment that the State either did or could have received under the Section 252 formula for that purpose.

The uses of Section 251 funds (and Title I funds, when used to meet the requirements of Title III) must be accounted for in the State's plan as originally submitted or later amended. The State may not make any material changes to the administration of the State plan, including material changes in the use of 251 funds (and Title I funds as specified above), until after the following has occurred:

- The State has developed the change with the involvement of a committee of stakeholders, in accordance with Section 255(a).
- The State has published the change for a 30-day public comment period, in accordance with Section 256.
- EAC has published the change in the *Federal Register* for 30 days, in accordance with Section 255(b).

The State plan publication schedule follows on the next page.

HAVA Reporting

States are required to report annually to EAC on the use of the following HAVA funds:

- HAVA Title I, Section 101 (all States).
- HAVA Title II, Section 102 (only the 30 States that received these funds).

- HAVA Title II, Section 251, requirements payments (all States).

The reporting schedule and contents for the HAVA Title II requirements payments are set by HAVA Section 258. The requirements for the HAVA Title I funds are based on directions originally issued by the GSA, OMB Circular A-102, and consideration of the information Congress sought for the Title II requirements payments.

As States filed their reports in FY 2006, EAC noted the basic financial information from the reports and attempted a preliminary analysis of how States reported they were using the funds to meet the HAVA mandates.

Unfortunately, many States did not submit narratives that clearly explained what programs were supported by the expenditure of HAVA funds. Many States did not appropriately report the interest earned on the funds. Furthermore, many State reports on the Title II requirements payments did not show the State's 5-percent match, which was necessary to receive those payments, or the expenditures from those funds.

EAC determined that the Commission would have to seek additional information from the States to obtain a better picture of how States used HAVA funds during the periods covered by the reports filed in FY 2006 and the previous 2 fiscal years. The previous years' reports included the first reports on Title I, Section 101 and 102 funds that were filed with the GSA and transferred in the summer of 2004 to the newly established EAC, and the first reports on Title II requirements payments and second reports on the Title I funds, which were filed with EAC in February and March 2005.

Prior to FY 2006, insufficient funding and severe limits on the number of full-time employees prevented EAC from conducting a thorough review of these reports without adversely affecting programs of the highest priority, such as providing HAVA Title II requirements payments. In FY 2006, EAC developed a uniform review policy for the reports from the States and hired a temporary contract employee to

conduct the review. The purpose of the uniform review policy was to ensure that—

- All States are treated fairly and consistently in the review process.
- States are provided an opportunity to correct reporting deficiencies or anomalies.
- Correct and complete information on the use of HAVA funds is available to EAC's inspector general, Congress, the public, and other interested persons.
- EAC identifies common reporting problems so the Commission may address such problems through education and by posting "Reporting Tips" for States on its Web site.

EAC began this uniform review of the reports in FY 2006 but will not complete it until FY 2007. The review includes an initial assessment of the financial reports and narratives filed by the States during the last 3 years (covering the States' use of HAVA Title I funds and Title II requirements payments in 2003, 2004, and 2005). The review will determine if all needed information has been included. When a State has provided sufficient information, EAC will assess the State's report to determine if the State has used the Federal funds in compliance with HAVA and with its State plan.

State Plan Publication Schedule

State or Territory	Additional Publication Dates*	Most Recent Publication Date*	Number of Revisions	State or Territory	Additional Publication Dates*	Most Recent Publication Date*	Number of Revisions
Alabama			0	Missouri			0
Alaska		04/07/05	1	Montana		08/25/05	1
American Samoa		06/29/06	1	Nebraska		12/22/04	1
Arizona			0	Nevada	09/30/04	08/25/05	2
Arkansas		12/22/04	1	New Hampshire			0
California		09/30/04	1	New Jersey			0
Colorado			0	New Mexico			0
Connecticut			0	New York			0
Delaware		10/27/05	1	North Carolina		06/29/05	1
District of Columbia			0	North Dakota		12/22/04	1
Florida		09/30/04	1	Ohio		04/07/05	1
Georgia			0	Oklahoma		03/11/05	1
Guam			0	Oregon			0
Hawaii			0	Pennsylvania	09/30/04	09/30/05	2
Idaho			0	Puerto Rico	01/24/05	02/27/06	2
Illinois	12/22/04	09/28/06	2	Rhode Island			0
Indiana		09/28/06	1	South Carolina	09/30/04; 08/25/05	09/28/06	3
Iowa		06/29/05	1	South Dakota		03/11/05	1
Kansas		09/30/04	1	Tennessee		09/30/04	1
Kentucky			0	Texas		03/11/05	1
Louisiana		09/28/06	1	Utah			0
Maine			0	Vermont			0
Maryland		02/27/06	1	Virgin Islands			0
Massachusetts			0	Virginia	09/12/05	09/28/06	2
Michigan		11/16/05	1	Washington			0
Minnesota			0	West Virginia		02/01/06	1
Mississippi		06/29/05	1	Wisconsin			0
				Wyoming			0

*Material changes to State plans are effective only after they have been published in the Federal Register for 30 days.

Note: Original publication date for all States and territories was March 24, 2004.

Schedule of HAVA Reports Due to EAC in FY 2006*

Due Date	HAVA Title & Section	CFDA #	Coverage Dates	Report Form and Contents
02/28/06	Title I, Section 101	39.011	01/01/05–12/31/05	Standard Form 269 with the following attached: <ul style="list-style-type: none"> • A detailed list of expenditures by program, function, or task (including dollar amount) made with respect to each category of activities described for the permissible use of funds in HAVA Section 101(b). • The number and type of articles of voting equipment obtained with the funds. • An analysis and description of the activities funded and how such activities conform to the submitted State plan.
02/28/06	Title I, Section 102	39.011	01/01/05–12/31/05	Standard Form 269 with the following attached: <ul style="list-style-type: none"> • A detailed list of expenditures (including dollar amount) made for the replacement of punch card and lever voting systems in accordance with HAVA Section 102(a)(2). • The number and type of articles of voting equipment obtained with the funds. • An analysis and description of how the expenditures conform to the submitted State plan.
03/30/06	Title II, Section 251	90.401	10/01/04–09/30/05	Standard Form 269 with the following attached: <ul style="list-style-type: none"> • A list of expenditures made with respect to each category of activities described for the use of funds in HAVA Section 251. • The number and type of articles of voting equipment obtained with the funds. • An analysis and description of the activities funded to meet HAVA requirements and how such activities conform to the submitted State plan.

* Reports are due if the State has received funds under the HAVA title and section noted and has not previously reported the expenditure of all such funds (including interest earned and, in the case of Title II, Section 251 payments, the 5-percent match).

When a State has submitted a report that is incomplete or has not filed a report, EAC contacts the State to secure the needed information and/or reports. After completing the review of the State reports and any State responses to EAC requests for corrections and clarifications, EAC will produce a report detailing how States report using the funds. EAC anticipates releasing its first report in the spring of 2007, summarizing the States' use of HAVA Title I funds (during calendar years 2003 through 2005) and Title II requirements payments (during June 2004 through September 2005). Any possible compliance issues will be assessed by the Commission and referred to the EAC inspector general or to the Department of Justice for enforcement, if appropriate.

Beginning with the State reports filed in FY 2007, EAC plans to routinely update the published analysis of how States used the funds after States

have been offered the opportunity to correct or clarify their reports. Also, beginning in FY 2007, on an "as needed" basis, EAC will update its training program and the information on the EAC Web site to provide reporting tips that may be useful to States in preparing future financial reports and supporting narrative statements.

Audits

In addition to EAC's role in distributing HAVA funds, the Commission is responsible for monitoring the fiscally responsible use of HAVA funding by the States. The EAC seeks to ensure funds distributed under HAVA are being used for the purposes mandated by HAVA to ultimately improve the administration of Federal elections. To fulfill this responsibility, the EAC conducts periodic fiscal

audits of State HAVA fund expenditures and issues final resolutions regarding proper use. With the establishment of an Office of Inspector General, the EAC now has a robust audit program in place to ensure appropriate oversight of Federal funding given to States through HAVA. In addition to resolving issues identified during audits, the EAC plans to offer additional training to provide States with more tailored information regarding the appropriate uses and management of HAVA funds.

In 2005, the Commissioners unanimously adopted a general policy for conducting special audits that applied to all States. After adopting the audit policy, Commissioners also unanimously voted to conduct a special audit of California's use of Federal funding for election reforms under HAVA. The Commissioners scheduled the special audit on the basis of an internal audit, conducted by the California State auditor, which identified numerous deficiencies in the administration of HAVA funds by the California Office of Secretary of State. The special audit focused on approximately \$27 million disbursed to the State under Title I, Section 101, of HAVA. In FY 2006, the EAC received the findings from the first audit ordered by the Commission regarding California's HAVA Section 101 funds.

California Audit History

In FY 2003, the GSA disbursed \$27,340,830 to the State of California, pursuant to HAVA, Title I, Section 101, for activities to improve the administration of Federal elections. The California Bureau of State Audits (BSA) conducted an audit of HAVA Section 101 funds expended or obligated by the California Office of the Secretary of State (SOS) as of June 30, 2004.³ The audit was conducted to determine whether the SOS properly used HAVA funds. The audit also evaluated SOS policies and procedures for administering HAVA funds. BSA's audit found problems with the administration of HAVA funds by

the SOS and potentially misspent HAVA funds. The BSA audit covered about 25 percent of HAVA Section 101 expenditures totaling approximately \$3.4 million as of June 30, 2004.

Following these findings, the EAC voted to conduct a more comprehensive audit of HAVA funds by the Commission. Since the EAC Office of Inspector General was not yet established, the EAC contracted with the Department of the Interior OIG to audit more expenditures than previously covered. The audit covered all HAVA Title I, Section 101 funds expended or obligated by the State of California, SOS, as of December 31, 2004, and also reviewed obligations made before but paid after December 31, 2004, for a total of \$8,733,552 in reviewed expenditures. In total, the OIG questioned \$3,860,361 in HAVA expenditures, consisting of \$777,502 in cost exceptions and \$3,082,859 in unsupported costs.

After conducting field work during June and July 2005, the OIG issued a final audit report on October 11, 2005.⁴ The SOS provided comments to the OIG on November 30, 2005. As the awarding agency, the EAC is responsible for determining the resolution of all questioned costs. The audit was provided by the OIG to EAC for resolution on December 19, 2005.

The EAC Programs and Services staff evaluated the working papers provided by the BSA to propose a resolution to the audit. In resolving questioned costs, EAC considered not only whether the State followed proper procurement procedures, but also whether the expenditures actually served to further the goals of HAVA.

EAC reviewed the OIG's questioned costs and identified three methods of resolution regarding these and all future questioned costs: (1) expenditures that were identified as permissible under HAVA but did not follow appropriate procedures do not have to be repaid;

³ Office of the Secretary of State: Clear and Appropriate Direction Is Lacking in Its Implementation of the Federal Help America Vote Act, issued December 2004 (Report No. 2004-139).

⁴ Audit of Expenditures by the California Secretary of State's Office Under the Help America Vote Act of 2002 (Report No. W-RR-OIG-0005-2005).

(2) expenditures that may have been permissible under HAVA but lacked adequate documentation must be repaid to the State election fund, which was created in accordance with HAVA Section 254(b)(1); and (3) expenditures that were clearly not permissible under HAVA must be repaid to the U.S. Treasury.

In the case of California, the State must submit quarterly expense reports detailing expenditures of HAVA Section 101 funds so the EAC may monitor the progress being made to implement appropriate internal controls and to follow appropriate procurement procedures. Quarterly reports will be required for 1 year. The EAC reserves the right to require additional quarterly reports until the EAC deems that HAVA funds are consistently being used in an appropriate manner in compliance with HAVA and applicable rules and regulations. This documentation must include, but not be limited to, a summary of expenses incurred during the quarter; new contracts that obligate HAVA funds; invoices submitted for payment; timesheets for employees whose time is charged to HAVA funds; and requests for proposals released for HAVA-related projects.

The first report submitted by the California SOS covered the first two quarters of calendar year 2006 and was submitted by July 31, 2006. All subsequent reports must be submitted within 1 month of the close of the reporting period.

In the Final Audit Resolution, the EAC determined that the State of California had to repay a total of \$3,021,114. Based on information provided during the appeal process, the final repayment amount was determined to be \$2,917,583. This amount is detailed in the chart on this page.

Of this total repayment amount, \$2,381,461 must be repaid to the State election fund and \$536,122 must be repaid to the U.S. Treasury. States cannot fund the repayment by using the State's 5-percent match for

requirements payments or the State's maintenance-of-effort funding. The EAC requires a certification by the State budget office verifying repayment has been made to the State election fund, including any supporting documentation.

As part of an audit resolution, in addition to requiring the States' repayment of funds, the EAC will require additional reporting by States with deficiencies in managing Federal funds to ensure that proper internal controls and procedures have been established as corrective actions to prevent future misuses of HAVA funds.

Final Audit Resolution for the State of California			
Cost Category	Total Repayment Amount	Repayment Details	
		Election Fund	Federal Government
Consultant services	\$958,700	\$915,394	\$43,306
Personal services contracts	\$1,025,690	\$937,269	\$88,421
Printing, postage, and shipping	\$308,462	\$74	\$308,388
County grants	\$77		\$77
Administrative indirect costs	\$108,077	\$108,077	
Interagency costs	\$25,616		\$25,616
Office equipment	\$487		\$487
Travel	\$294	\$294	
Other	\$440	\$425	\$15
County grants	\$69,812		\$69,812
Consultant services	\$419,928	\$419,928.00	
Total	\$2,917,583	\$2,381,461	\$536,122

Clearinghouse Activities

HAVA instructs the EAC to collect data about election administration issues and share the data with election officials to help them make decisions at the local level. In FY 2006, the EAC initiated several research projects based upon recommendations and input from the Commission's advisory boards, election officials and initiatives mandated by HAVA.

The Uniformed and Overseas Citizens Absentee Voting Act—2004 Survey Results

The Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) of 1986 (42 U.S.C. 1973ff) protects the voting rights of members of the Uniformed Services (on active duty), members of the Merchant Marine and their eligible dependents, Commissioned Corps of the Public Health Service, Commissioned Corps of the National Oceanic and Atmospheric Administration, and U.S. citizens residing outside the United States. UOCAVA requires States/territories to allow these citizens to register and vote in elections for Federal office using absentee procedures.

HAVA mandates that for each regularly scheduled general election for Federal office, EAC shall collect comprehensive data from the States on all of the ballots sent and received by UOCAVA voters. In 2004, EAC developed a survey instrument and distributed it to the States to collect statistics on balloting by UOCAVA voters from the November 2, 2004, presidential election. During the lengthy process of collecting the data, it was determined that many States and local jurisdictions did not track the specific data required by HAVA; they also stored the requested statistics in various formats, resulting in some gaps in the UOCAVA data collected by EAC.

It should be noted, however, that the information collected provided valuable information about UOCAVA voters and that EAC will continue working with States to improve efforts at the Federal, State, and local levels to collect more information for the

2006 General Election. Such information will help facilitate the process of improving the transmission and receipt of the ballots from UOCAVA voters and will help serve their special needs.

The interpretation of the survey and any conclusions regarding the results of this survey should be approached with caution. As the footnote on the table (see next page) indicates, at the time of the survey, several States did not divide their UOCAVA voters from the general group of absentee voters because of the manner in which local election authorities collected the data.

Improving the Survey Instrument

Efforts aimed at educating States and their local election authorities about HAVA requirements regarding UOCAVA was an integral part of the process in designing the 2006 survey instrument.

EAC took into consideration the tremendous variation in how States and their local election authorities handle mailing and processing their ballots, as well as the need for EAC to help States and local election authorities develop policies and procedures that will make them compliant with HAVA.

In the early spring of 2006, EAC conducted a working group meeting of State and local elections officials and other experts to fine-tune the UOCAVA and the Election Administration and Voting survey instruments. Representatives from the elections community, along with various organizations that use UOCAVA survey data, shared their suggestions for improving the format and administration of the surveys. EAC also received input from its Board of Advisors and Standards Board.

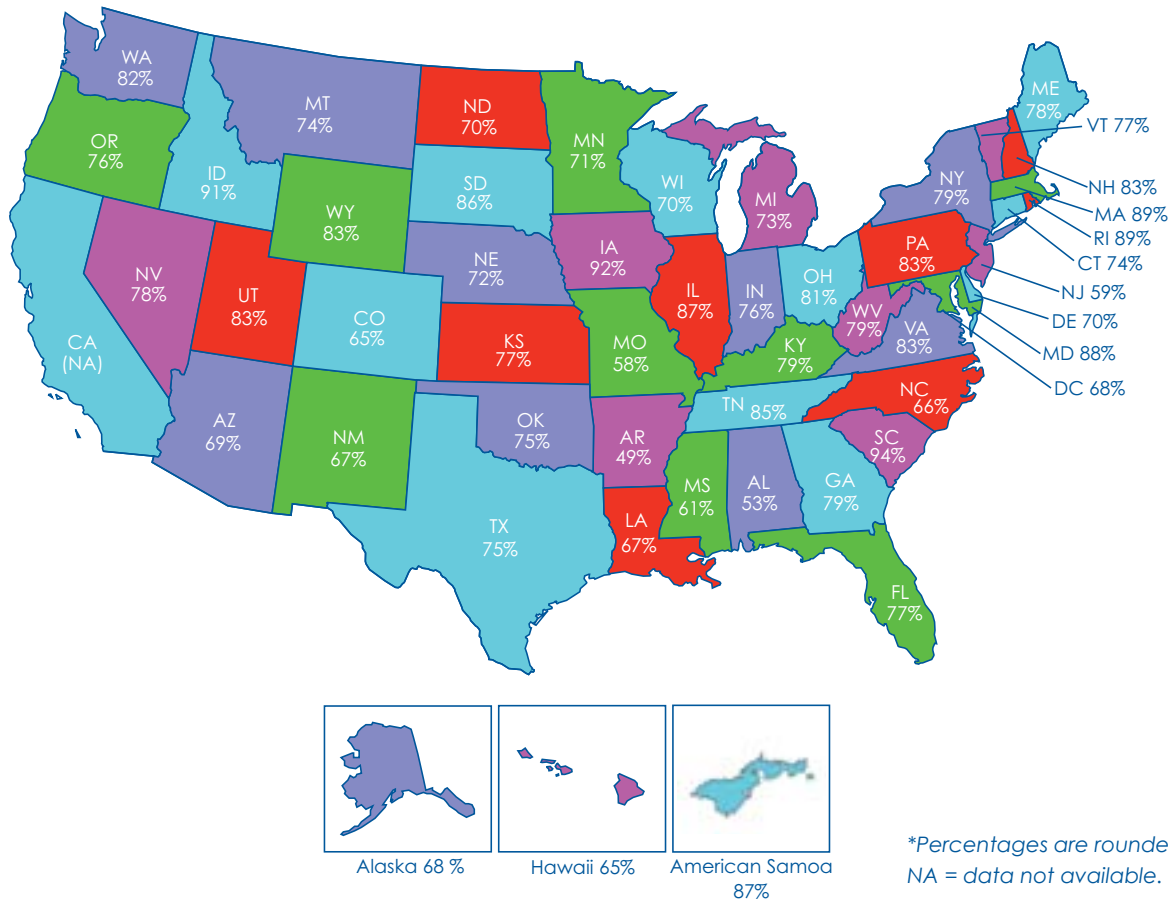
Ultimately, in addition to making language improvements, the EAC combined the UOCAVA questions into its 2006 Election Administration and Voting Survey, making it easier for election officials to provide the information required by HAVA.

Results of 2004 UOCAVA Survey

State or Territory	UOCAVA Absentee Ballots Sent*	UOCAVA Absentee Ballots Returned*	State or Territory	UOCAVA Absentee Ballots Sent*	UOCAVA Absentee Ballots Returned*
Alabama	8,005	4,234	Montana	4,721	3,490
Alaska	14,574	9,839	Nebraska	3,867	2,775
American Samoa	326	284	Nevada	5,699	4,420
Arizona	12,046	8,282	New Hampshire	4,516	3,727
Arkansas	5,173	2,539	New Jersey	14,256	8,475
California	62,468	No data	New Mexico	519	348
Colorado	10,339	6,669	New York	55,183	43,699
Connecticut	6,045	4,489	North Carolina	18,063	11,996
District of Columbia	2,532	1,722	North Dakota	1,587	1,117
Delaware	1,811	1,273	Ohio	14,527	11,768
Florida	122,194	93,524	Oklahoma	7,682	5,737
Georgia	16,690	13,216	Oregon	18,752	14,307
Guam	No Response	No Response	Pennsylvania	36,051	30,042
Hawaii	3,862	2,492	Puerto Rico	No Response	No Response
Idaho	4,275	3,874	Rhode Island	21,498	19,046
Illinois	30,556	26,639	South Carolina	168,814	157,990
Indiana	8,980	6,811	South Dakota	3,823	3,288
Iowa	5,343	4,920	Tennessee	19,635	16,609
Kansas	6,564	5,084	Texas	88,847	66,374
Kentucky	6,234	4,912	Utah	4,598	3,817
Louisiana	12,899	8,631	Vermont	1,733	1,340
Maine	3,410	2,649	Virgin Islands	No Response	No Response
Maryland	12,916	11,306	Virginia	29,646	24,463
Massachusetts	125,031	111,017	Washington	37,198	30,446
Michigan	13,583	9,916	West Virginia	4,712	3,745
Minnesota	12,322	8,757	Wisconsin	10,275	7,146
Mississippi	2,779	1,683	Wyoming	3,123	2,594
Missouri	15,477	9,006			

*Some State numbers may reflect total absentee ballots sent and received (UOCAVA and Non-UOCAVA).

**Results of 2004 UOCAVA Survey
Percent* of Absentee Ballots Returned**



2006 Election Administration and Voting Survey

Section 241 of HAVA requires the EAC to study and report on election activities, practices, policies, and procedures, including methods of voter registration, methods of conducting provisional voting, poll worker recruitment and training, and other matters the Commission determines are appropriate. In addition, HAVA Section 802 transferred to the EAC the FEC's responsibility of biennially administering a survey on the impact of the National Voter Registration Act (NVRA). Furthermore, HAVA Section 703(a) requires States to submit a report to the EAC on the combined number of absentee ballots transmitted to absent uniformed services voters and overseas voters for the election and the combined

number of such ballots that were returned by such voters and cast in the election.

In FY 2004, EAC inaugurated an Election Day Survey to be administered to all States and territories and designed to capture key Election Day data. The 2006 EAC Administration and Voting Survey will employ an online Web survey instrument to collect these key data for the November 2006 elections. Topics to be covered include information related to registered voters, ballots cast and counted, voter registration and identification procedures, and information related to UOCAVA voters. The 2006 survey, intended to be a comprehensive data collection instrument, includes a series of general election administration questions covering voter registration, ballots cast and counted, turnout source, absentee

ballots, provisional ballots, drop-off rates, overvotes and undervotes, voting equipment, poll workers, and polling places. The information collected for UOCAVA and NVRA will also be included in the 2006 EAC Administration and Voting Survey. The survey results will be available by June 2007 at www.eac.gov.

Research Projects Under Way in FY 2006

In FY 2006, the EAC embarked on several research projects regarding a wide range of election administration topics. The following research projects currently under way were driven by the requirements of HAVA and also were in response to research requests from election officials. Upon completion, all projects will be available at www.eac.gov.

Election Management Guidelines

On December 13, 2005, EAC adopted the 2005 VVSG. To complement the VVSG, the EAC is creating a set of election management procedures that will expand on the *Quick Start Management Guides* distributed in FY 2006 and will include more information about the components of election management. EAC is collaborating with a working group of experienced State and local election officials to provide subject matter expertise and to help develop the guidelines. The project focuses on developing procedures related to the use of voting equipment and procedures for all other aspects of the election administration process. The first set of election management guidelines will be completed in FY 2007, and will be available to all election officials if they wish to incorporate these procedures at the State and local levels.

Voter Information Web Sites

Section 245(a)(2)(C) instructs EAC to investigate the possible impact new communications or Internet technology systems used in the electoral process could have on voter participation rates, voter education, and public accessibility. EAC

issued a contract to collect data about existing voter information Web sites and to convene a meeting with election officials, technology experts, and advocacy groups to gather input. The contractor will then provide EAC with a set of best practices regarding voter information Web sites. In early 2007, based on these findings, EAC will issue a collection of recommendations to election officials that will include information about how to set up and maintain effective voter information Web sites.

Legal Resources Clearinghouse

The legal resources clearinghouse, which will be Web-based, will house a database containing statutes, regulations, and rules, as well as State and Federal court decisions that impact the administration of elections for Federal office under HAVA and/or the NVRA. It will provide election officials, State legislators, government officials, and the general public with a central location to conduct election administration research. The legal resources clearinghouse will be available at www.eac.gov in early 2007.

Poll Worker Recruitment, Training, and Retention Project

In response to the HAVA mandate to study methods of recruiting, training, and improving the performance of poll workers and the nationwide shortage of poll workers, the EAC contracted for the development of a poll worker recruitment, training, and retention manual. Following a year-long process of research and evaluation, interviewing and writing, the contractor developed a manual that will be pilot-tested in three jurisdictions. The results of these pilots will be incorporated into a comprehensive 200-page manual, which will include numerous best practices models and “how-to” guides and will be published in early 2007.

College Poll Worker Recruitment, Training, and Retention Project

In its continued support of HAVA sections 501 and 502, EAC undertook a project that collected information on State requirements for poll workers, including college students, to create a manual with

best practice models and “how-to” guides and will pilot test the manual in three jurisdictions. The findings will be incorporated into a 75-page college poll worker recruitment, training, and retention manual, scheduled to be published in early 2007.

Vote Counts and Recounts

Section 241(b)(13) of HAVA allows EAC to study the laws and procedures used by each State that govern recounts of ballots cast in elections for Federal office, contests of determinations regarding whether votes are counted in such elections, and standards that define what will constitute a vote on each type of voting equipment used in the State to conduct elections for Federal office. Consequently, EAC has issued a contract to conduct research to develop best practices on vote count and recount procedures. The EAC will distribute a set of best practices, based upon this research, for both vote count and recount procedures as well as a summary of State legal requirements for what constitutes a vote, for vote counting, and for contested Federal elections.

Voting Fraud and Voter Intimidation

Section 241 of HAVA calls on the EAC to research and study various issues related to the administration of elections. During FY 2006, EAC began projects to research several of the listed topics, including voting fraud and voter intimidation. Consultants and EAC staff were charged with (1) researching the current state of information on the topic of voting fraud and voter intimidation, (2) developing a uniform definition of voting fraud and voter intimidation, and (3) proposing recommended strategies for further research on this subject. The initial study will not be a comprehensive review of existing voting fraud and voter intimidation actions, laws, or prosecutions; it will provide a working definition of “voting fraud” and “voter intimidation” and identify a research methodology to conduct a comprehensive, nationwide study of these topics.

Provisional Voting and Voter Identification Study

EAC undertook, through a contract, a study of provisional voting and voter identification requirements. In 2006 the contractor provided EAC results from this study, including summaries of case law and States’ procedures and requirements related to voter identification and provisional voting. During FY 2007 EAC will publish key findings from this study.

Effective Designs for the Administration of Federal Elections

Referencing Section 302(b) of HAVA, which requires the public posting of voting information at each polling place and Section 241(b), which recommends the study of ballot designs for elections for Federal offices, EAC awarded a contract for the development of effective ballot designs and polling place signage. During the year, a contractor conducted numerous interviews and focus groups with key stakeholders from around the country. Using the input from election officials, literacy and disability experts, and voters, the contractor created sample ballots and polling place signs. In consultation with State election officials, the new ballot design and polling place signs were piloted during the November 2006 General Election. Best practices for ballot design and polling place signage, along with actual design templates, will be made available at www.eac.gov by mid-2007.

Asian and Pacific Islander American Languages Working Group

Section 241 of HAVA allows the EAC to carry out studies and other activities with the goal of promoting effective administration of Federal elections. Effective administration methods are to be the most convenient, accessible, and easy to use for voters, including voters with limited proficiency in the English language. Two of the election administration issues, (5) and (14), described for study in Section 241(b), directly refer to voters with limited proficiency in the English language. The former describes “methods of ensuring the accessibility of voting, registration, polling places,

and voting equipment to all voters,” including voters with limited proficiency in the English language. The latter describes the “technical feasibility of providing voting materials in eight or more languages for voters who speak those languages and who have limited English proficiency.”

Under Title I, States can use the funds provided under a payment in this section to improve the accessibility and quantity of polling places. HAVA also requires that voting systems provide alternative language accessibility pursuant to the requirements of Section 203 of the Voting Rights Act of 1965 (42 U.S.C. 1973aa-1a).

In continuing the work started in FY 2005 for voters with limited English proficiency with the Spanish language working group, the EAC convened a working group of key individuals and organizations that understand issues central to how Asian and Pacific Islander Americans (APIA) interact with the

entire voting process to provide guidance to the EAC as the Commission focuses on research under Sections 311, 312, and 241 of HAVA, as well as the Commission’s NVRA responsibilities. The working group limited its focus to the Asian languages covered under Section 203 of the Voting Rights Act—Chinese, Vietnamese, Korean, Tagalog, and Japanese. NVRA forms in these languages will be available for the 2008 Federal elections.

The working group will serve as a guiding panel for how works currently in progress impact Asian and Pacific Islander American communities. The group will assess the prospects of several language-specific projects that include the readability and usability of the National Mail Voter Registration form and the review of potential lists of translated election terms. The group will help the EAC identify best practices relating to methods of effective administration of Federal elections impacting the APIA language-speaking communities.

Goals for 2007

Fiscal year 2006 was one of change, challenge, and progress for election officials throughout the Nation. These officials faced the enormous task of complying with HAVA, which resulted in implementing new equipment and new procedures that impacted every aspect of election administration. Even with all the new procedures and voting machines in place, election officials discovered that one fact did not change—details matter in elections. Regardless of whether voters were filling in an oval or touching a screen, enough poll workers had to be available to serve voters, and those poll workers had to be properly trained. Officials had to develop thorough checklists to ensure that no detail—no matter how small—was overlooked. Most important, contingency plans had to be in place in the event of paper jams, power surges, or other unforeseen circumstances. In light of some of the management challenges faced in FY 2006, the EAC issued *Quick Start Management Guides* to election officials, but in FY 2007, the Commission will expand on that effort by releasing a comprehensive set of management guidelines that will cover everything from equipment storage and set-up to acceptance testing and poll worker training.

The Federal Government's First Voting System Testing and Certification Program

In FY 2007, EAC will launch its Voting System Testing and Certification Program, marking the first time the Federal government will provide for the certification, decertification, and recertification of voting system hardware and software used during the Federal election process. It will also provide for the accreditation of testing laboratories.

The new program will provide information and procedures to manufacturers for the testing and certification of voting systems consistent with

the requirements of HAVA. The program will also support State certification programs, provide information and support to State elections officials, and provide increased quality control in voting system manufacturing and increased voter confidence in voting systems.

Under the new program, NIST will assist EAC through the National Voluntary Laboratory Accreditation Program (NVLAP), which will provide recommendations to EAC for final determination regarding the accreditation of laboratories used to test voting systems.

Although participation in EAC's Voting System Testing and Certification Program is voluntary, States and manufacturers will be encouraged to send their systems through the new program to ensure an added layer of security and protection against voting irregularities. States and voting system manufacturers that choose to participate in the program must comply with the program's mandatory procedural requirements, which will include random reviews and spot checks of voting systems currently used in the field through EAC's Quality Monitoring Program to ensure that those systems match the records of systems certified by EAC.

Voting systems that do not meet the requirements of the VVSG risk being decertified and will be removed from EAC's list of certified voting systems. In addition, laboratories will be held accountable under the accreditation requirements and international lab standards and could risk losing accreditation by both EAC and NVLAP if a violation of those standards occurs.

The new program is scheduled for implementation beginning in January 2007. EAC anticipates that approximately 40 States will participate in the program.

Voluntary Voting System Guidelines

The TGDC and NIST will continue their work to provide the EAC with the next set of iterations for the 2005 VVSG. Research is currently being conducted regarding security issues, such as wireless and software. More information will be gathered about forms of independent verification, and a set of uniform test suites is being developed. The TGDC is scheduled to deliver to the EAC in July 2007 an update to the VVSG. The EAC will then begin its work to update the VVSG to ensure that these national guidelines are updated regularly.

Clearinghouse Activities

In FY 2007, EAC will conduct a number of HAVA-mandated studies on the following topics: the impact of free absentee ballot return postage on voter participation; electronic voting and UOCAVA voters; the feasibility of various alternative voting methods; the voting experiences of first-time voters who register by mail; and the feasibility and advisability of identifying voters by Social Security numbers. The EAC will also conduct research on government-sponsored voter hotlines and conduct additional research on States' ongoing implementation of the HAVA-required statewide voter registration lists.

The results of these studies will be available at www.eac.gov and will help provide valuable information to key stakeholders seeking to improve the administration of Federal elections.

Appendix

Commissioners' Biographies

Donetta L. Davidson, Chair



Ms. Donetta L. Davidson was nominated by President George W. Bush and confirmed by unanimous consent of the U.S. Senate on July 28, 2005, to serve on the U.S. Election Assistance Commission (EAC). Her term of service extends through December 12, 2007.

Ms. Davidson, formerly Colorado's secretary of state, comes to EAC with experience in almost every area of election administration, from county clerk to secretary of state.

Ms. Davidson began her career in election administration when she was elected in 1978 as the Bent County clerk and recorder in Las Animas, Colorado, a position she held until 1986. Later that year, she was appointed director of elections for the Colorado Department of State, where she supervised county clerks in all election matters and assisted with recall issues for municipal, special district, and school district elections.

In 1994, she was elected Arapahoe County clerk and recorder and was reelected to a second term in 1998. The next year, Bill Owens, governor of Colorado,

appointed Ms. Davidson as the Colorado secretary of state, and she was elected in 2000 and reelected in 2002 for a 4-year term.

She has served on the Federal Election Commission Advisory Panel and the board of directors of the Help America Vote Foundation. In 2005, Ms. Davidson was elected president of the National Association of Secretaries of State, and she is the former president of the National Association of State Elections Directors (NASSED). Prior to her EAC appointment, Ms. Davidson served on EAC's Technical Guidelines Development Committee (TGDC).

In 2005, *Government Technology* magazine named Ms. Davidson one of its "Top 25: Dreamers, Doers, and Drivers" in recognition of her innovative approach to improve government services. She was also the 1993 recipient of the Henry Toll Fellowship of Council of State Governments.

Ms. Davidson has devoted much of her professional life to election administration, but her first love is her family. Ms. Davidson was born into a military family in Liberal, KS, and became a Coloradoan shortly thereafter when her family moved first to Two Buttes then to Las Animas where they settled. Whenever possible Ms. Davidson spends time with her family—son Todd, daughter and son-in-law Trudie and Todd Berich, and granddaughters Brittany and Nicole.

Paul S. DeGregorio



Paul S. DeGregorio was nominated by President George W. Bush and confirmed by unanimous consent of the U.S. Senate on December 9, 2003, to serve an initial 2-year term on the U.S. Election Assistance Commission (EAC). Mr. DeGregorio was elected chairman of the

EAC for 2006, after serving as the Commission's vice chairman in 2005.

Mr. DeGregorio is nationally renowned in the elections field. His areas of expertise include U.S. election administration, democracy building, and international elections. In 2004, he received the NASS Freedom Award from the National Association of Secretaries of State in recognition of his accomplishments.

As a commissioner, Mr. DeGregorio has focused his efforts on EAC's mandates to distribute \$2.3 billion to the States, establish voluntary voting system guidelines, develop best practices in election administration, provide guidance to election officials, and conduct studies on election reform issues. All these efforts represented the first time in U.S. history that the Federal government provided such significant assistance to the States to improve the conduct of elections and strengthen the American democracy.

Prior to his appointment with EAC, Mr. DeGregorio was executive vice president and chief operating officer of the International Foundation for Election Systems (IFES), a leading institution involved in the promotion of democracy worldwide. He was responsible for the organization's day-to-day operation, overseeing more than 400 employees in 23 countries.

He has provided technical assistance in election administration in more than 15 countries. In 2003, Mr. DeGregorio was made an honorary lifetime member of the Association of Election Officials from Central and Eastern Europe and the Association of Election Officials of Bosnia-Herzegovina.

From 1985 to 1993, Mr. DeGregorio served as director of elections for St. Louis County, Missouri's largest jurisdiction. During his tenure, he instituted major improvements in voter registration, training, accessibility, counting, and management procedures. He was recognized for his efforts in prosecuting voter fraud and drafting legislation to improve the electoral process. He served as co-chair of the Missouri Election Reform Commission in 2001.

A member of the International Association of Clerks, Records, Election Officials, and Treasurers (IACREOT) since 1986, during his tenure as chairman of the Education and Training Committee, Mr. DeGregorio was credited with initiating the University of Missouri Chancellor's Certificate in Public Administration program for IACREOT members.

Mr. DeGregorio served for 8 years as director of outreach development for the University of Missouri-St. Louis, where he initiated and oversaw four offsite campuses serving nearly 4,000 students. He also served as a research associate with the University's Center for International Studies. Mr. DeGregorio was a special assistant in President Ronald Reagan's administration and served as an assistant to John Ashcroft during his first term as Missouri attorney general.

Mr. DeGregorio received his degree in political science from the University of Missouri-St. Louis. He is married to Kerry DeGregorio and has four daughters—Katie (Proffer), Annie, Debbie, and Emily—as well as son-in-law Chris Proffer and one granddaughter, Victoria Ruby Proffer.

Gracia M. Hillman



Gracia M. Hillman was nominated by President George W. Bush and confirmed by unanimous consent of the U.S. Senate on December 9, 2003, to serve an initial 2-year term on the U.S. Election Assistance Commission (EAC). Ms. Hillman served as chair of the EAC in 2005, after serving as the Commission's first vice chair in 2004.

A Massachusetts native who first entered community service in 1970, Ms. Hillman has effectively handled both domestic and international issues throughout her career. Her areas of expertise include nonprofit management, public policy and program development, and the interests and rights of women and minorities, including voting rights. She has traveled extensively throughout the United States, meeting with national and local groups and businesses. Through her international work, Ms. Hillman has traveled in Africa, Asia, the Caribbean, and Europe. She conducted nonpartisan political training in Haiti and Kenya and participated in United Nations-sponsored conferences in Vienna, Beijing, and New York City.

Prior to her appointment with EAC, Ms. Hillman served as president and chief executive officer of WorldSpace Foundation, a nonprofit organization that uses digital satellite technology to deliver educational programming to Africa and Asia. She also served as the U.S. Department of State's first senior coordinator for International Women's Issues, developing agency-wide strategies to ensure U.S. foreign policy promoted and protected women's rights.

Her work experience includes having served as executive director of the League of Women Voters of the United States, the Congressional Black Caucus Foundation, and the National Coalition on Black Voter Participation. She also held positions as executive consultant to the Council on Foundations and coordinator of the Voter Law Policy Project for the Joint Center for Political and Economic Studies.

Throughout the 1980s, Ms. Hillman championed nonpartisan and bipartisan efforts to ensure open access to the voting process for all citizens and the continued voting rights of minority Americans, including work on the historic 25-year extension of the National Voting Rights Act. Her political experience includes paid and volunteer positions on numerous campaigns, including a role as senior advisor on congressional and constituent relations for the 1988 Dukakis for President Campaign.

Ms. Hillman and her son are residents of the District of Columbia.

Executive Director's Biography

Thomas Wilkey

Tom Wilkey thought he had successfully retired when he stepped down as the executive director of the New York State Board of Elections in 2003. After all, he had observed his 34th year in election administration, working on everything from developing voting system standards to working to craft the most sweeping election reform in our Nation's history.

Mr. Wilkey was the perfect candidate to become the first permanent executive director of the U.S. Election Assistance Commission (EAC), the new Federal entity created by the law he helped craft, the Help America Vote Act (HAVA) of 2002.

Mr. Wilkey joined the Erie County Board of Elections (Buffalo, NY) in November 1968 as an elections clerk. He subsequently rose to the position of senior election deputy prior to joining the New York State Board of Elections in 1979 as public information officer.

In 1985, he was promoted to the newly created position of director of election operations, which was formed to administer oversight of New York's 57 county boards. His responsibilities soon grew to include the creation and supervision of New York's voting systems certification program.

Mr. Wilkey was appointed the second executive director of the New York State Board of Elections in June of 1992, a position he held until August 2003.

Mr. Wilkey was associated with the Federal Election Commission (FEC) for many years. In 1983, he served on the Voting Systems Standards Committee, which drafted and reviewed the FEC's Voting System

Standards, a voluntary testing, qualification, and certification process used for all voting systems in the United States.

In 1992, Mr. Wilkey was appointed to the FEC's Advisory Panel, which consisted of 20 State, county, and local election administrators. It advised the FEC on clearinghouse projects and allocation of funds for election administration projects.

An early proponent of the creation of the National Association of State Election Directors (NASSED), Mr. Wilkey has served as its secretary, treasurer, and vice president and was elected president for 1996–97. In January 1997, Mr. Wilkey was named chair of NASSED's Independent Test Authority Accreditation Board, which approved laboratories and technical groups for the testing of voting systems under NASSED's national accreditation program. He was reappointed as chair in February 2000.

Following the 2000 General Election, Mr. Wilkey was named to several national commissions to study election reform, including those representing the National Association of Secretaries of State, National Association of Counties, Council of State Governments, and the Election Center. Beginning in May 2001, Mr. Wilkey was asked by the FEC to help draft revised Federal Voting System Standards, due for completion in April 2002. In addition, Mr. Wilkey was actively involved with the development of the Help America Vote Act of 2002, which Congress passed and the President signed into law in October 2002.

EAC Board of Advisors

Appointed by	First Name	Last Name	Title	City	State
National Conference of State Legislatures	Edward	Sandoval	New Mexico State Representative	Albuquerque	NM
National Conference of State Legislatures	Michael	Buckingham	South Dakota State Representative	Rapid City	SD
National Governors Association	Chris	Nelson	Secretary of State	Pierre	SD
National Governors Association	Mary E.	Herrera	Secretary of State	Albuquerque	NM
National Association of Secretaries of State	Sam	Reed	Secretary of State	Olympia	WA
National Association of Secretaries of State	Deborah L.	Markowitz	Secretary of State	Montpelier	VT
National Association of State Election Directors	Christopher	Thomas	Director of Elections, State of Michigan	Lansing	MI
National Association of State Election Directors	Linda H.	Lamone	Administrator of Elections	Annapolis	MD
National Association of Counties	Wendy	Noren	Boone County Clerk	Columbia	MO
National Association of Counties	Helen	Purcell	Maricopa County Recorder	Phoenix	AZ
National Association of County Recorders, Election Officials and Clerks	Beverly	Kaufman	Harris County Clerk	Houston	TX
National Association of County Recorders, Election Officials and Clerks	David	Orr	Cook County Clerk	Chicago	IL
U.S. Commission on Civil Rights	Abigail	Thernstrom	Vice Chair, U.S. Commission on Civil Rights	Lexington	MA
U.S. Commission on Civil Rights	Ashley	Taylor	Commissioner, U.S. Commission on Civil Rights	Richmond	VA
Election Center	Doug	Lewis	Executive Director, Election Center	Houston	TX
Election Center	Ernie	Hawkins	Former Registrar of Voters, Sacramento County	Elk Grove	CA
United States Conference of Mayors	TBA				
United States Conference of Mayors	TBA				
International Association of Clerks, Recorders, Election Officials, and Treasurers	Tony J.	Sirvello, III	IACREOT Executive Director	Houston	TX
International Association of Clerks, Recorders, Election Officials, and Treasurers	Sharon Turner	Buie	Director of Elections, Kansas City (MO) Board of Election Commissioners	Kansas City	MO
Architectural and Transportation Barriers Compliance Board	Tricia Charlene	Mason	Board Member	Cheyenne	WY

EAC Board of Advisors (continued)

Appointed by		First Name	Last Name	Title	City	State
Architectural and Transportation Barriers Compliance Board	Philip Gaylon Pearce	Philip Gaylon Pearce	Board Member		College Station	TX
Chief, Public Integrity Section, Criminal Division, U.S. Department of Justice	Craig Donsanto	Craig Donsanto	Director, Election Crimes Branch, U.S. Department of Justice		Washington	DC
Chief, Voting Section, Civil Rights Division, U.S. Department of Justice	Cameron Quinn	Cameron Quinn	Counsel to the Assistant Attorney General, U.S. Department of Defense		Washington	DC
Director, Federal Voting Assistance Program, U.S. Department of Defense	Polli Brunelli	Polli Brunelli	Director, Federal Voting Assistance Program, U.S. Department of Defense		Washington	DC
House Speaker	Tom Fuentes	Tom Fuentes	Senior Fellow, The Claremont Institute		Lake Forest	CA
House Minority Leader	Barbara Arrwine	Barbara Arrwine	Executive Director, Lawyers Committee for Civil Rights Under Law		Washington	DC
Senate Majority Leader	Wesley R. Kliner, Jr.	Wesley R. Kliner, Jr.	Business Attorney		McDonald	TN
Senate Minority Leader	Thomas H. Short Bull	Thomas H. Short Bull	President, Oglala Lakota College		Kyle	SD
House Administration—Chair	Terri Hegarty	Terri Hegarty	City Clerk, City of Grand Rapids		Grand Rapids	MI
House Administration—Chair	Keith Cunningham	Keith Cunningham	Director, Allen County Board of Elections		Lima	OH
House Administration—Ranking Minority Member	Joseph F. Crangle	Joseph F. Crangle	Attorney, Colucci & Gallaher, P.C.		Buffalo	NY
House Administration—Ranking Minority Member	Spencer Overton, Esq.	Spencer Overton, Esq.	George Washington University Law School		Washington	DC
Senate Rules and Administration—Chair	Sue Sautermeister	Sue Sautermeister	Municipal Election Commissioner, City of Ridgeland		Ridgeland	MS
Senate Rules and Administration—Chair	Ann Watts	Ann Watts	Lauderdale County Election Commissioner		Meridian	MS
Senate Rules and Administration—Ranking Minority Member	James C. Dickson	James C. Dickson	V.P. for Governmental Affairs, American Association of People With Disabilities		Washington	DC
Senate Rules and Administration—Ranking Minority Member	Robin Carnahan	Robin Carnahan	Secretary of State		Jefferson City	MO

The following officials served in fiscal year 2006: Ohio Department of Natural Resources Deputy Director James E. Carnes; U.S. Access Board Member James Elikes; The Danner Company Vice President Francis Guess; U.S. Access Board Member James R. Harding; U.S. Department of Justice, Public Integrity Section, Criminal Division Chief Noel Hillman; Trenton, NJ Mayor Douglas Palmer; Iowa Speaker of the House Christopher Rants; Washington Bureau, NAACP Director Hillary O. Shelton; New York State Assembly Speaker Sheldon Silver; Independent Consultant/Lobbyist Tamara Somerville; New Mexico Secretary of State Rebecca Vigil-Giron; former Member of Congress from Oklahoma J.C. Watts; and Alfred A. Knopf Publishers Vice President Victoria Wilson.

EAC Standards Board

State or Territory	Designee	First Name	Last Name	Title	City	State
Alabama	State	Beth	Chapman	Secretary of State	Montgomery	AL
Alabama	Local	Luke	Cooley	Judge of Probate, Houston County	Dothan	AL
Alaska	State	Whitney	Brewster	Director, Division of Elections	Juneau	AK
Alaska	Local	Shelly	Growden	Regional III Supervisor, Division of Elections, State of Alaska	Fairbanks	AK
American Samoa	State	Soliali T.	Fuimaono	Chief Election Officer	Pago Pago	AS
American Samoa	Local	Taufete'e John	Faumuina	HAVA Manager	Pago Pago	AS
Arizona	State	Kevin	Tyne	Deputy Secretary of State	Phoenix	AZ
Arizona	Local	Reynaldo	Valenzuela	Assistant Elections Director	Phoenix	AZ
Arkansas	State	Charlie	Daniels	Secretary of State	Little Rock	AR
Arkansas	Local	Mary Lou	Slinkard	Benton County Clerk	Bentonville	AR
California	State	Vacant				CA
California	Local	Stephen	Weir	County Clerk, Contra Costa County	Martinez	CA
Colorado	State	Mike	Coffman	Secretary of State	Denver	CO
Colorado	Local	Russ	Ragsdale	City and County of Broomfield Clerk and Recorder	Broomfield	CO
Connecticut	State	Michael	Kozik	Managing Attorney	Hanford	CT
Connecticut	Local	Sandra	Hutton	Municipal Town Clerk	Middletown	CT
Delaware	State	Frank B.	Calio	Commissioner of Elections	Dover	DE
Delaware	Local	Howard G.	Sholl, Jr.	Deputy Administrative Director	Wilmington	DE
District of Columbia	State	Alice P.	Miller	Executive Director	Washington	DC
District of Columbia	Local	Jonda	McFarlane	Board Member	Washington	DC
Florida	State	Dawn	Kimmel Roberts	Director, Division of Elections	Tallahassee	FL
Florida	Local	Bill	Cowles	Supervisor of Elections, Orange County	Orlando	FL

EAC Standards Board (continued)

State or Territory	Designee	First Name	Last Name	Title	City	State
Georgia	State	Cliff	Tatum	Assistant Director of Legal Affairs	Atlanta	GA
Georgia	Local	Lynn	Bailey	Executive Director, Richmond County Board of Elections	Augusta	GA
Guam	State	Gerald A.	Taitano	Executive Director	Hagatna	GU
Guam	Local	Vacant				GU
Hawaii	State	Scott	Nago	Section Head, Counting Center Operations	Honolulu	HI
Hawaii	Local	Glen	Takahashi	Election Administrator, City and County of Honolulu	Honolulu	HI
Idaho	State	Timothy A.	Hurst	Chief Deputy, Office of the Secretary of State	Boise	ID
Idaho	Local	Dan	English	Kootenai County Clerk	Coeur d'Alene	ID
Illinois	State	Daniel W.	White	Executive Director	Springfield	IL
Illinois	Local	Richard	Cowen	Chicago Board of Election Commissioners	Chicago	IL
Indiana	State	Todd	Rokita	Secretary of State	Indianapolis	IN
Indiana	Local	Shannon	Weisheit	Warrick Circuit Clerk	Boonville	IN
Iowa	State	Sandy	Steinbach	Director of Elections	Des Moines	IA
Iowa	Local	Renee	McCiellan	Hardin County Auditor	Eldora	IA
Kansas	State	Ron	Thornburgh	Secretary of State	Topeka	KS
Kansas	Local	Donald	Merriman	Saline County Clerk	Salina	KS
Kentucky	State	Sarah	Johnson	Executive Director, State Board of Elections	Frankfort	KY
Kentucky	Local	Don	Blevins	Fayette County Clerk	Lexington	KY
Louisiana	State	Jay	Dardenne	General Counsel	Baton Rouge	LA
Louisiana	Local	Louie	Bernard	Clerk of Court	Natchitoches	LA
Maine	State	Julie L.	Flynn	Deputy Secretary of State	Augusta	ME
Maine	Local	Clairma	Matherne	City Clerk	Bidderford	ME
Maryland	State	Nikki	Trella	Election Reform Director	Annapolis	MD
Maryland	Local	Kim A.	Atkins	Voter Registration Manager	Forest Hill	MD

EAC Standards Board (continued)

State or Territory	Designee	First Name	Last Name	Title	City	State
Massachusetts	State	William F.	Gavin	Secretary of the Commonwealth	Boston	MA
Massachusetts	Local	William	Campbell	City Clerk	Woburn	MA
Michigan	State	Thomas	Luitje	Department Analyst, Bureau of Elections, Department of State	Lansing	MI
Michigan	Local	Tonni	Bartholomew	Troy City Clerk	Troy	MI
Minnesota	State	Mark	Ritchie	Secretary of State	St. Paul	MN
Minnesota	Local	Sharon K.	Anderson	Cass County Auditor-Treasurer	Walker	MN
Mississippi	State	Jay	Eads	Assistant Secretary of State	Jackson	MS
Mississippi	Local	Marilyn	Avery	Election Commissioner	Jackson	MS
Missouri	State	Leslye	Winslow	Deputy Secretary of State	Jefferson City	MO
Missouri	Local	Richard T.	Struckhoff	County Clerk, Greene County	Springfield	MO
Montana	State	Elaine	Graveley	Deputy Secretary of State for Elections	Helena	MT
Montana	Local	Vickie	Zeier	Missoula County Clerk and Recorder/Treasurer	Missoula	MT
Nebraska	State	John	Gale	Secretary of State	Lincoln	NE
Nebraska	Local	David	Dowling	Cedar County Clerk and Election Commissioner	Hartington	NE
Nevada	State	Ross	Miller	Secretary of State	Carson City	NV
Nevada	Local	Harvard L.	Lomax	Clark County Registrar of Voters	North Las Vegas	NV
New Hampshire	State	Anthony	Stevens	Assistant Secretary of State	Concord	NH
New Hampshire	Local	Carol	Johnson	Deputy City Clerk	Manchester	NH
New Jersey	State	Maria	Del Valle-Koch	Deputy Director, Division of Elections	Trenton	NJ
New Jersey	Local	Joanne	Armbruster	Atlantic County Superintendent of Elections	Atlantic City	NJ
New Mexico	State	Mary	Herrera	Secretary of State	Santa Fe	NM
New Mexico	Local	David	Kunko	Chief Deputy Clerk, Chaves County	Roswell	NM
New York	State	John	Haggerty, Jr.	Executive Director	Albany	NY
New York	Local	Edward J.	Szczesniak	Onondaga County Commission of Elections	Syracuse	NY

EAC Standards Board (continued)

State or Territory	Designee	First Name	Last Name	Title	City	State
North Carolina	State	Johnnie F.	McLean	Deputy Director, State Board of Elections	Raleigh	NC
North Carolina	Local	Deborah J.	Bedford	Director of Elections, Rutherford County	Spindale	NC
North Dakota	State	I. James	Silrum	Deputy Secretary of State	Bismark	ND
North Dakota	Local	Michael M.	Montplaisir	Cass County Auditor	Fargo	ND
Ohio	State	Jennifer	Brunner	Ohio Secretary of State	Columbus	OH
Ohio	Local	Steve	Harsman	Director	Vandalia	OH
Oklahoma	State	Vacant				OK
Oklahoma	Local	Vacant				OK
Oregon	State	John	Lindback	Director of Elections	Salem	OR
Oregon	Local	Annette	Newingham	Chief Deputy County Clerk	Eugene	OR
Pennsylvania	State	Pedro A.	Cortés	Secretary of the Commonwealth	Harrisburg	PA
Pennsylvania	Local	Regis	Young	Butler County Election Director	Butler	PA
Puerto Rico	State	Nestor J.	Colón Berlingerí	First Vice President	San Juan	PR
Puerto Rico	Local	Juan M.	Toledo-Díaz	Second Vice President	San Juan	PR
Rhode Island	State	Jan	Ruggiero	Director of Elections	Providence	RI
Rhode Island	Local	Marian	Clarke	Chair, Jamestown Board of Canvassers	Jamestown	RI
South Carolina	State	Marci	Andino	Executive Director, State Election Commission	Columbia	SC
South Carolina	Local	Marilyn	Bowers	Executive Director, Charleston County Board of Elections	Charleston	SC
South Dakota	State	Kea	Warne	State Election Supervisor	Pierre	SD
South Dakota	Local	Sue	Roust	Minnehaha County Auditor	Sioux Falls	SD
Tennessee	State	Brook	Thompson	State Coordinator of Elections	Nashville	TN
Tennessee	Local	Joe	Enoch	Dyer County Election Commissioner	Dyersburg	TN
Texas	State	Vacant				TX
Texas	Local	Dana	DeBeauvoir	Travis County Clerk	Austin	TX

EAC Standards Board (continued)

State or Territory	Designee	First Name	Last Name	Title	City	State
Utah	State	Michael	Cragun	Director of Elections	Salt Lake City	UT
Utah	Local	Robert	Pero	Carbon County Clerk	Price	UT
Vermont	State	Kathleen	DeWolfe	Director of Elections and Campaign Finance	Montpelier	VT
Vermont	Local	Annette L.	Cappy	Town Clerk, Town of Brattleboro	Brattleboro	VT
Virgin Islands	State	Corinne	Halyard Plaskett	Deputy Supervisor of Elections	Kingshill St. Croix	VI
Virgin Islands	Local	Natalie	Thomas	Deputy Supervisor	St. Thomas	VI
Virginia	State	Jean R.	Jensen	Secretary, State Board of Elections	Richmond	VA
Virginia	Local	Allen	Harrison, Jr.	Chair, Arlington County Electoral Board	Arlington	VA
Washington	State	Nick	Handy	Director of Elections	Olympia	WA
Washington	Local	Pat	McCarthy	Pierce County Auditor	Tacoma	WA
West Virginia	State	Benjamin R.	Beakes	Chief of Staff, Office of the Secretary of State	Charleston	WV
West Virginia	Local	Gary W.	Williams	Boone County Clerk	Madison	WV
Wisconsin	State	Kevin	Kennedy	Executive Director, State Board of Elections	Madison	WI
Wisconsin	Local	Sandra L.	Wesolowski	Franklin County Clerk	Franklin	WI
Wyoming	State	Peggy	Nighswonger	State Elections Director	Cheyenne	WY
Wyoming	Local	Julie	Freese	Fremont County Clerk	Lander	WY

The following officials served in fiscal year 2006: California Assistant Secretary of State Bradley J. Clark (retired), Sacramento, CA; Forsyth County Director of Elections Kathie Chastain Cooper, Winston-Salem, NC; Tooele County Clerk Dennis Ewing, Tooele, UT; Alaska Division of Elections Director Laura A. Glasier, Juneau, AK; Deputy Chief of Staff Markus Green, Office of the New Jersey Attorney General, Trenton, NJ; Multnomah County Elections Director John Kauffman, Portland, OR; Maryland Administrator of Elections Linda H. Lamone, Annapolis, MD; American Samoa Election Administrator Fii'vaa M. Mageo, Pago Pago, AS; Los Angeles County Registrar of Voters Conny McCormack; Los Angeles, CA; Michigan Department of State, Bureau of Elections, Election Liaison Division, Manager Susan McRill, Lansing, MI; Georgia Director of Elections Administration Kathy Rogers, Atlanta, GA; LaPorte County Clerk Lynne Spevak, LaPorte, IN; Snohomish County Auditor Bob Terwilliger, Everett, WA.

EAC Technical Guidelines Development Committee

Appointed by	First Name	Last Name	Title	City	State
Director of NIST	Dr. William A. Jeffrey	Committee Chair	Director of the National Institute of Standards and Technology	Gaithersburg	MD
Standards Board	John A.	Gale	Nebraska Secretary of State	Lincoln	NE
Standards Board	Alice	Miller	Director of Elections, District of Columbia	Washington	DC
Board of Advisors	Sharon	Turner-Buie	Director of Elections, Kansas City	Kansas City	MO
Board of Advisors	Helen	Purcell	Maricopa County, AZ Recorder	Phoenix	AZ
Access Board	Tricia	Mason	National Officer, Little People of America	Cheyenne	WY
Access Board	Philip G.	Pearce	Ready Access Services, LLC	College Station	TX
ANSI	Dr. David	Wagner	Professor, University of California-Berkeley	Berkeley	CA
IEEE	H. Stephen	Berger	TEM Consulting, LP—Chair, IEEE SEC 38 (Voting Syst. Stds.), Institute of Electrical and Electronics Engineers	Georgetown	TX
NASED	Dr. Britain	Williams	Retired professor, Kennesaw State, University of Georgia	Tucker	GA
NASED	Paul	Miller	Voting Systems Manager, Wahsington State	Olympia	WA
Other Tech/Sci	Dr. Ronald	Rivest	Professor, MIT, Dept. of Electrical Engineering and Computer Science	Cambridge	MA
Other Tech/Sci	Dr. Daniel	Schutzer	Director and SVP, Enterprise Technology Office, Citigroup	New York	NY
Other Tech/Sci	Patrick	Gannon	President & CEO, OASIS	Billerica	MA
Other Tech/Sci	Whitney	Quisenberry	President, Usability Professionals' Association	High Bridge	NJ

The following officials served in fiscal year 2006: Former Bureau Chief Paul Craft, Voting Systems Certification, Florida Division of Elections; U.S. Access Board Member James Elekes; U.S. Access Board Member James R. Harding; ANSI Vice President of Public Policy and Governmental Affairs David Karmol.

ANSI = American National Standards Institute.

IEEE = Institute of Electrical and Electronics Engineers.

MIT = Massachusetts Institute of Technology.

NASED = The National Association of State Election Directors.

Glossary of Abbreviations and Acronyms

2002 VSS	2002 Voting System Standards
ANSI	American National Standards Institute
APIA	Asian and Pacific Islander Americans
AU	American University
BSA	Bureau of State Audits (California)
CDEM	Center for Democracy and Election Management
CSU-LB	California State University, Long Beach
CUF	Citizens Union Foundation
DST	Delta Sigma Theta
EAC	U.S. Election Assistance Commission
ECC	Elgin Community College
FEC	Federal Election Commission
FOIA	Freedom of Information Act
FY	fiscal year
GSA	U.S. General Services Administration
HAVA	Help America Vote Act
IACREOT	International Association of Clerks, Recorders, Election Officials, and Treasurers
ICC	Illinois Central College
IEEE	Institute of Electrical and Electronics Engineers
IFES	International Foundation for Election Systems
IU	Indiana University
MCCC	Maricopa County Community College
MIT	Massachusetts Institute of Technology
NASED	National Association of State Election Directors
NASS	The National Association of Secretaries of State
NIST	National Institute of Standards and Technology
NKU	Northern Kentucky University
NVLAP	National Voluntary Laboratory Accreditation Program
NVRA	National Voter Registration Act
NY BOE	New York City Board of Elections
OIG	Office of Inspector General
SOS	Office of the Secretary of State (California)
SUNY	State University of New York
TGDC	Technical Guidelines Development Committee
UB	University of Baltimore
UCF	University of Central Florida
UOCAVA	Uniformed and Overseas Citizens Absentee Voting Act
UTEP	University of Texas at El Paso
UTTC	United Tribes Technical College
UVA	University of Virginia
VSS	Voting System Standards
VVSG	<i>Voluntary Voting System Guidelines</i>
WCSU	Western Connecticut State University

EAC Commissioners

Chair Donetta L. Davidson
Commissioner Paul S. DeGregorio
Commissioner Gracia M. Hillman

EAC Staff

Thomas Wilkey, Executive Director
Juliet Hodgkins, General Counsel



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