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**State of Michigan
Preliminary State Plan**

**As required by Public Law 107-252,
Help America Vote Act of 2002, Section 253(b)**



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Introduction

Administering Elections In an Era of New Expectations

Of the eight states that administer elections on the local level, Michigan is the largest state both in terms of its population and geography to do so. Involving 83 county clerks, 272 city clerks, 1,242 township clerks, 261 village clerks and 580 school election coordinators (school board secretaries), Michigan's elections system is administered by 2,438 county and local election officials making it the most decentralized elections system in the nation. (State and federal elections are administered by Michigan's county clerks, city clerks and township clerks.)

While Michigan's highly decentralized elections system was essentially designed to serve the needs of an earlier age when the State's population was smaller and less mobile, two significant election reform measures put in place during the last several decades have kept the system in pace with Michigan's population growth and mobility patterns.

Michigan's Branch Office Voter Registration Program

The first reform measure came in 1975 with the introduction of the Secretary of State's Branch Office Voter Registration Program – the first “motor/voter” program established anywhere in the United States and the precursor to the motor/voter program mandated under the National Voter Registration Act of 1993. Nationally recognized for its performance and success, the program afforded Michigan electors the opportunity to apply for and update voter registrations in Secretary of State branch offices – a revolutionary concept at the time. Prior to the introduction of the program, many qualified electors had a difficult time determining where they should go to register to vote. Far worse, it was not unusual for a voter who had moved from one jurisdiction in the state to another jurisdiction in the state to fail to recognize that it was necessary to reregister to vote in his or her new city, township or village of residence.

With the introduction of the program, a voter could apply to register to vote in any Secretary of State Branch Office in the State with the assurance that his or her registration application would be forwarded to the proper jurisdiction in a matter of days. In addition, as Michigan citizens were accustomed to visiting a Secretary of State Branch Office after moving to update the address appearing on their driver license, the number of voters who failed to submit a voter registration address change after moving was greatly minimized.

Michigan's Qualified Voter File System

Just as rapidly changing demographics prompted the development and implementation of the Branch Office Voter Registration Program, new pressures and demands placed on the State's



voter registration system during the ensuing years created a critical need for a similarly innovative response. These pressures were exerted by public officials interested in enhancing the security and integrity of the system, advocacy groups promoting greater system flexibility and service, and political organizations searching for greater convenience in accessing data maintained on file under the system. While these pressures were compelling in and of themselves, the passage of the National Voter Registration Act of 1993 greatly heightened the urgency of the needed response as Michigan's cities and townships were required to absorb increased voter registration file maintenance costs, cope with new and highly detailed voter registration file maintenance procedures and confront a sharp increase in unnecessary voter registration transactions due to overlapping voter registration programs.

To address these various needs, the Michigan State Legislature initiated a second wave of voter registration reform through the enactment of PA 441 of 1994 - legislation which required the Secretary of State to establish and maintain a statewide Qualified Voter File (QVF) system. Placed in operation in 1998, the QVF is a distributed database which ties Michigan's city and township clerks to a fully automated, interactive statewide voter registration file to achieve a wide variety of significant advantages including the elimination of all duplicate voter registration records in the system; the streamlining of the State's voter registration cancellation process; the elimination of registration forwarding errors; and the elimination of duplicative voter registration processing tasks.

With the implementation of the QVF, each and every motor/voter registration transaction executed in a Secretary of State Branch Office is electronically forwarded to the appropriate local election official; a paper copy of the transaction follows within days to confirm the electronic notification and supply the election official with the voter's signature. After receiving the electronic notification of the transaction and the paper voter registration application form executed by the applicant, the clerk reviews the information supplied by the applicant and renders a final determination on the acceptability of the voter registration. The clerk's role in determining the acceptability of the registration application effectively works to preserve the local control of Michigan's voter registration process.

Under a later amendment to the Michigan Vehicle Code (PA 118 of 1999), all drivers are required to use their registration address for driver license purposes. With this requirement, all voter registration address changes are automatically posted to the driver file. As an additional implementation measure, the Department supplies all voters who submit a new voter registration address an address change sticker for their driver license. This later innovation is notable as it represents the first instance where a state has employed voter registration address change data filed with local election officials to update driver license records. A Michigan citizen is free to change his or her driver license/voter registration address as frequently as may be needed without the imposition of any fees or transaction costs.

Nationally recognized for the innovation and efficiency of its design, Michigan's Qualified Voter File system was cited as a "best practice" in managing voter registration records under the Caltech/MIT Voting Technology Project (*Voting What Is What Could Be*; released July 2001) and was highlighted as an "outstanding model" under the report issued by the National



Commission on Federal Election Reform (*To Assure Pride and Confidence in the Electoral Process*; released August 2001).

Ultimately, Michigan's Qualified Voter File system served as the inspiration for the statewide voter registration system requirements enacted under the Help America Vote Act of 2002 – an interesting parallel to the earlier inclusion of the “motor/voter” concept pioneered in Michigan in the National Voter Registration Act of 1993.

An Era of New Expectations

As is now widely recognized, the November 7, 2000 presidential election marked a watershed event for election administrators throughout the country. Perhaps most significantly, the national news media's detailed coverage of the Florida vote recount (replete with animated “hanging, dimpled and pregnant” chads) engendered new levels of public awareness over the *mechanics* of the elections process. This, in turn, has accelerated the public demand for improvements in the elections system and driven new and heightened performance expectations for those who administer the system.

While Michigan entered the new millennium “ahead of the curve” with respect to the management of the State's voter registration data, Michigan, like many states, did not find itself in the best position to satisfy the post-2000 election demand for wide-scale improvements in its elections system due to the lack of available funding for such purposes. To further hamper Michigan's ability to achieve meaningful election reform, diversification in the processes and procedures employed by Michigan's local units of government to administer elections has markedly increased over the last 12 years due to the steady introduction of new voting technologies during the period. Consider: From the mid-1800's until the early 1970's when punch card voting was first introduced in Michigan, paper ballots and voting machines were exclusively used to conduct elections in the State. (Voting machines were approved for use in Michigan in 1893.) After punch card voting was introduced, no new voting systems were marketed in the State until 1991 when the Board of State Canvassers approved the State's first “optical scan” voting apparatus. Since 1991, nine *additional* systems have been approved for use in the State.

At the present time, Michigan's cities and townships are continuing to migrate away from mechanical voting machines, paper ballots and punch card voting systems that employ “central count” tabulation technology and are moving toward optical scan voting systems that employ “precinct based” tabulation technology. Jurisdictions of all sizes are participating in the migration from Michigan's largest cities (e.g., City of Detroit, Wayne County: 606,900 registered voters) to Michigan's smallest townships (e.g., Warner Township, Antrim County: 225 registered voters).

Despite the fact that many cities and townships in the State have been quick to embrace the new voting equipment technology marketed in Michigan over the last 12 years, a sizable number of jurisdictions continue to employ outdated equipment to administer elections. As recently as the November 5, 2002 general election, lever style voting machines were used in 445 of Michigan's 5,305 precincts (8.4%); paper ballots were used in 98 precincts (1.8%); and “central count”



punch card systems were used in 866 precincts (16%). The resulting “technology gap” has created significant disparities in the measures implemented at the precinct level to protect voters from spoiling their ballots and losing votes.

The proliferation of different voting systems in the State has produced other concerns as well:

- The more balloting methods in operation in a county, the greater the administrative burden and cost at the county level as the county clerks are responsible for training the election workers appointed to serve throughout the county and the County Election Commissions are responsible for producing the ballots needed to conduct state and federal elections. In addition, the Boards of County Canvassers, responsible for certifying elections in the county, must review a variety of different Statement of Vote forms and Poll Book formats.
- The skills and experience of seasoned precinct inspectors who move within the State are lost in instances where the voting equipment employed to conduct elections in their former jurisdiction of residence differs from the voting equipment employed to conduct elections in their new jurisdiction of residence.
- Voters are placed at a disadvantage as there is an increased likelihood that an elector who moves will be confronted with an unfamiliar voting procedure the next time he/she attends the polls. At the same time, the coordination of voter education programs becomes increasingly difficult due to the multiplicity of voting systems in use.
- The ability of Michigan’s county, city and township clerks to share information and offer peer support is diminished.

This same dynamic contributed to the problems Florida experienced in administering the 2000 presidential election as the local units were last in line for election reform support. Without State assistance, many of the State’s local jurisdictions were not prepared to fund needed upgrades in their voting technology.

The Help America Vote Act of 2002: A New Vision for the Future

With the Qualified Voter File system in place and the funding available under the Help America Vote Act of 2002, new and unprecedented opportunities for improvements in Michigan’s elections system have opened. Most importantly, Michigan will now have the means to answer the public demand for increased efficiency, accuracy and convenience in the administration of elections; achieve new levels of standardization in the processes and procedures employed to conduct elections; assure access to the State’s election system for all voters; uniformly extend “second chance” voting throughout the State; and enhance the integrity of the elections process through the implementation of the “provisional” balloting process required under the Help America Vote Act. Many of the measures Michigan will implement to achieve these goals and objectives are detailed throughout this document.



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State Plan Required Elements (HAVA §254)



I. Title III Requirements and Other Activities

How the State will use the requirements payment to meet the requirements of title III, and, if applicable under section 251(b)(2), to carry out other activities to improve the administration of elections. -- HAVA §254 (a)(1)

Section 301(a): Voting System Standards Requirements

There are five different types of balloting methods employed throughout the United States to administer elections: (1) optical scan voting systems (2) direct recording electronic (DRE) voting systems (3) punch card voting systems (4) mechanical lever voting machines and (5) paper ballots. Michigan employs all five types of balloting methods to administer elections. Within the optical scan, DRE and punch card balloting method categories there is a certain degree of variety as the equipment involved is marketed and sold under different brand names by private sector firms. (Mechanical lever voting machines were similarly produced and sold by a number of different manufacturers throughout the years.) The following provides a listing of the electronic voting equipment currently employed to conduct elections in Michigan:

Optical Scan Systems: Sequoia Voting Systems (Optech III-P Eagle; Optech IV-C); Diebold Elections Systems (Accu-Vote; Accu-Vote ES-2000); Election Systems & Software (M-100; AIS Optical Scan Voting System – Models 150, 550).

Direct Recording Electronic Systems: MicroVote Corporation (MicroVote MV464); Unilect (Patriot).

Punch Card Voting Systems Employing “Precinct Based” Tabulation: Election Systems & Software (PBC-2100).

Punch Card Voting Systems Employing “Central Count” Tabulation: Computer Election Systems (Models I, II, III, IIIP, IV); Thornber Election Systems (VOTPAC); Election Supplies Limited (Model I).

By the mid-1990's, the unprecedented acceleration in the development and introduction of new voting systems in the State had created a series of issues that required a legislative response. Most critically, the provisions of Michigan election law which governed the evaluation and approval of new voting systems needed updating to ensure the comprehensive and meaningful evaluation of the technology built into the systems. In answer, PA 583 of 1996, an amendment to Michigan election law, was enacted to:

- Stipulate that all new voting systems used in Michigan must be approved by an independent testing authority (ITA) to ensure the system's conformance with all federal voting system standards.



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- Require vendors seeking approval of *a new voting system* to file a \$1,500.00 application fee. Require vendors seeking approval of *a voting system upgrade* to file a \$500.00 application fee.
- Require voting system vendors to submit on an ongoing basis: (1) information on other states using the system (2) performance evaluations produced by any state or local governmental unit (3) copies of all standard contracts and maintenance agreements and (4) all changes made in standard contracts and maintenance agreements.
- Direct the Board of State Canvassers to field test under “simulated election day conditions” all new voting equipment as a part of the certification process. Require the vendor to pay for the cost of the testing.
- Require all governmental units to notify the Secretary of State within 30 days before purchasing a new voting system. Require the Secretary of State to forward to any governmental unit providing such notification all information concerning the operation of the voting system in Michigan or any other state.
- Grant the Board of State Canvassers the authority to “decertify” voting systems.

As noted in the Introduction, Michigan’s cities and townships are currently in the process of migrating away from mechanical voting machines, paper ballots and punch card voting systems that employ “central count” tabulation technology and are moving toward optical scan voting systems that employ “precinct based” tabulation technology. Jurisdictions of all sizes are participating in the migration from Michigan’s largest cities (e.g., City of Detroit, Wayne County: 606,900 registered voters) to Michigan’s smallest townships (e.g., Warner Township, Antrim County: 225 registered voters). Just since the 1998 election cycle, cities and townships containing *over 1.5 million Michigan voters* have replaced their voting machines, paper ballots and punch card voting systems with updated optical scan voting technology.

Despite the fact that many cities and townships in the State have been quick to embrace the new voting equipment technology marketed in Michigan over the last twelve years, a sizable number of jurisdictions continue to employ outdated equipment to administer elections. As recently as the November 5, 2002 general election, lever style voting machines were used in 445 of Michigan’s 5,305 precincts (8.4%); paper ballots were used in 98 precincts (1.8%); and “central count” punch card systems were used in 866 precincts (16%). The resulting “technology gap” has created significant disparities in the measures implemented at the precinct level to protect voters from spoiling their ballots and losing votes.

In response to the need to address the emergent “technology gap” as well as a variety of associated concerns noted in the Introduction, the Michigan State Legislature adopted legislation in 2002 which mandates the implementation of a statewide, uniform voting system (PA 91 of 2002). The voting system selected by the State for the establishment of



the statewide voting system will meet the requirements of Section 301 of the Help America Vote Act.

The legislation directs the Secretary of State to convene an “advisory committee” for the purpose of selecting a “uniform voting system” for the State if and when funds are appropriated for selecting, acquiring and implementing a statewide, uniform voting system. The legislation further authorizes the Secretary of State to proceed with the implementation of a statewide, uniform voting system after the selection of the voting system best suited for the State’s needs.

The enactment of PA 91 of 2002 in conjunction with the federal funding Michigan is eligible to receive provides the State with an excellent framework for complying with the voting system improvements required under the Help America Vote Act within the statutory timeframes. The following actions are planned:

[Editor’s note: A voting system selection for Michigan’s uniform voting system will be made prior to the formal submission of this document. The members of the [Secretary of State’s State Plan Advisory Committee](#) will be convened as the advisory committee identified under PA 91 of 2002. While the advisory committee will select a specific balloting method for Michigan’s uniform voting system, a specific voting system brand name or vendor will *not* be selected by the advisory committee. The voting system selected by the State for the establishment of the statewide voting system will meet the requirements of Section 301 of the Help America Vote Act including all accessibility requirements.]

- **An assessment of the voting system procurement options.**
- **The creation of a project management framework to guide the implementation of the statewide voting system and ensure a successful transition to the system.**
- **The procurement of needed equipment and services pursuant to Michigan’s procurement laws.**
- **The delivery of the equipment to the affected jurisdictions.**
- **The development and implementation of appropriate training programs.**

In addition to the voting system requirements, Section 301(a) of the Help America Vote Act requires states to define what constitutes a legal vote for each type of voting system used in the state. Michigan is fully compliant with this requirement at the present time as both Michigan election law and the Rules promulgated to administer electronic voting systems address what is and what is not a valid vote in specific terms.



The matrix provided in Appendix A outlines the requirements provided under Section 301(a) of the Help America Vote Act, the “State of Michigan’s Current Status” related to the requirements and the “Actions Planned” where applicable.

Section 302: Provisional Voting and Voting Information Requirements

The Help America Vote Act provides a “provisional” balloting process to ensure that no individual who goes to the polls to vote is turned away without having the opportunity to obtain a ballot. Prior to the passage of the Help America Vote Act, the Michigan State Legislature addressed this issue through the enactment of PA 441 of 1994, an amendment to Michigan election law which established an “affidavit” balloting process for all elections conducted in the State. The following compares and contrasts the “affidavit” balloting process currently established in Michigan and the “provisional” balloting process provided under the Help America Vote Act:

Current Procedure (“Affidavit” Balloting Process): In an instance where (1) a voter who appears in the polls to vote cannot be found on the precinct’s Qualified Voter File list and (2) the voter is unable to demonstrate his or her registration status by producing a validated voter registration receipt, the voter can vote if he or she:

- (1) signs an “Affidavit of Voter Registration” affirming that he or she submitted a voter registration application through a Secretary of State branch office, a designated voter registration agency, the county clerk or the mail on or before the “close of registration” for the election at hand;
- (2) provides identification to confirm his or her identity and residence within the jurisdiction and precinct where he or she has offered to vote; and
- (3) completes and submits a new voter registration application.

Such voters are issued a paper, punch card or optical scan ballot. The election inspectors write the number appearing on the voter’s ballot in pencil on the back of the ballot. If a punch card ballot is used, the election inspector writes the ballot number on the secrecy envelope. After writing the ballot number on the ballot, the election inspector conceals the number with tape and/or a slip of paper as directed by the election official administering the election.

After the ballot has been prepared in the above manner, the elector votes the ballot in a voting station. The ballot is then counted under routine procedure. The “Affidavit of Voter Registration” completed by the voter is forwarded to the local clerk’s office immediately after the election. Upon the receipt of the form, the clerk enters the voter in the Qualified Voter File system.



It merits emphasis that in all cases, the votes cast on a ballot issued under the above procedure are counted. If an interested party wishes to dispute the qualifications of a voter who cast a ballot under the above procedure, he or she must seek redress through the courts. (If the retrieval of the ballot is ordered by the courts, the ballot number concealed on the ballot is used to identify the ballot.) Unless a court order is obtained, a ballot cast under the above procedure cannot be retrieved for inspection or invalidated for any reason. It merits further note that if a recount is conducted, a ballot cast under the above procedure is recounted under the same procedures employed to recount any other ballots cast in the precinct; the fact that the ballot was cast under the above procedure is *not* a matter which can be questioned or disputed under the recount proceedings.

Requirements Provided Under the Help America Vote Act (“Provisional” Balloting Process): In an instance where (1) a voter who appears in the polls to vote cannot be found on the precinct’s Qualified Voter File list and (2) the voter is unable to demonstrate his or her registration status by producing a validated voter registration receipt, the voter can vote if he or she:

- (1) asserts that he or she is a “registered voter in the jurisdiction”; and
- (2) executes a “written affirmation” attesting that he or she is a “registered voter in the jurisdiction” and is eligible to vote in the election.

Such voters are issued a paper, punch card or optical scan ballot. The voter then votes the ballot in a voting station. After the voter returns the ballot, it is secured in an envelope for later disposition. Here, it merits observation that a voter who executes the above referenced “written affirmation” is eligible to receive and vote a “provisional” ballot *even in an instance where the election official administering the election “asserts that the individual is not eligible to vote.”*

After the polls close, any ballots issued and voted under the above procedure are forwarded to the local election official for verification. If the election official determines that the individual is eligible to vote, the ballot is counted; if, on the other hand, the election official determines that the individual is *not* eligible to vote, the ballot is *not* counted.

The Help America Vote Act stipulates that in any instance where voters are permitted to vote after the close of the polls pursuant to a court order or other order, the voters must cast “provisional” ballots. “Provisional” ballots cast in such instances must be kept separate from any other “provisional” ballots cast at the election.

The Help America Vote Act further stipulates that the State must establish “a free access system (such as a toll-free telephone number or an internet website) that any individual who casts a provisional ballot may access to discover whether the vote of that individual was counted and, if the vote was not counted, the reason that the vote was not counted.”



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The Help America Vote Act provides that at the time that an individual casts a “provisional” ballot, the election inspectors must give the individual written instructions for accessing the above referenced information system.

As the “provisional” balloting process provided under the Help America Vote Act differs in some respects from the current “affidavit” balloting process established in Michigan, it is Michigan’s intent to modify its legislation and processes as necessary. Through these modifications, the State will ensure full compliance with the “provisional” balloting process provided under the Help America Vote Act, establish the required “free access system” and arrange for the distribution of instructions for obtaining information through the “free access system.” The following actions are planned:

- **The development of revisions to Michigan election law authorizing “provisional” balloting for all public elections. The “provisional” balloting process will supplement the current “affidavit” balloting process.**
- **The implementation of revised procedures to allow for the issuance of a “provisional” ballot in instances where the “affidavit” balloting procedure cannot be employed.**
- **The establishment of a toll-free telephone number and a website that any individual who casts a “provisional” ballot can access to discover whether his or her ballot was counted and, if the ballot was not counted, the reason why the ballot was invalidated.**
- **The development and implementation of a program to track and compile data on the “provisional” balloting process.**

The matrix provided in Appendix A outlines the “provisional” balloting process provided under Section 302 of the Help America Vote Act, the “State of Michigan’s Current Status” related to the requirements and the “Actions Planned” where applicable.

In addition to the “provisional” balloting process, Section 302 of the Help America Vote Act stipulates that the information listed below must be posted in the polls whenever a federal election is conducted:

- A sample ballot
- The date of the election and the hours the polls will remain open.
- Voting instructions.
- Instructions on voting a “provisional” ballot.



- The identification requirements which apply to voters who register to vote by mail.
- General information on voting rights including information on the right of an individual to cast a “provisional” ballot and instructions on how to contact the appropriate officials regarding alleged voting rights violations.
- General information on the laws which prohibit fraud and misrepresentation.

While Michigan currently provides informational posters for display in the polls on election day, the Michigan Department of State’s Bureau of Elections intends to modify the information provided on the poster as necessary to ensure compliance with the Help America Vote Act. The posters will be redesigned to give prominence to the fact that the listed information is “What Every Voter Should Know.”

The matrix provided in Appendix A outlines the posting requirements provided under Section 302 of the Help America Vote Act, the “State of Michigan’s Current Status” related to the requirements and the “Actions Planned” where applicable.

Section 303: Computerized Statewide Voter Registration List Requirements and Requirements for Voters Who Register by Mail

As noted in the Introduction, the Michigan State Legislature adopted legislation in 1994 which required the Secretary of State to establish a statewide Qualified Voter File (QVF) system (PA 441 of 1994). Placed in operation in 1998, the QVF is a distributed database which ties Michigan’s city and township clerks to a fully automated, interactive statewide voter registration file to achieve a wide variety of significant advantages including the elimination of all duplicate voter registration records in the system; the streamlining of the state’s voter registration cancellation process; the elimination of registration forwarding errors; and the elimination of duplicative voter registration processing tasks.

The QVF was populated with every registered elector appearing in the Department of State’s driver license/personal identification card file and the voter registration files held by the state’s city and township clerks. Data on the voters is maintained on a UNIX based computer located in Lansing.

Beyond the voter registration file management functions of the QVF, the system offers Michigan’s election officials a full array of election management features including components created to assist with absent voter ballot processing; petition and candidate tracking; election planning; and election inspector tracking. The election management components, designed in consultation with a special task force of county and local election officials, have introduced a new level of convenience to the administration of elections in Michigan. The election management components have also worked to standardize many of the election related forms and procedures employed throughout the State. The proper and consistent application of the state and federal laws which govern



the voter registration process is essential given the various disenfranchisement protections provided under Michigan election law and the National Voter Registration Act of 1993.

Michigan's 83 county clerks and the clerks of all local jurisdictions with a voting age population over 5,000 were provided with the hardware and software needed to establish a direct link with the QVF. Smaller cities and townships (i.e., those with a voting age population under 5,000) have either purchased the hardware and software needed for a direct link with the QVF or access the QVF through the local county clerk's office.

The QVF system comprises three primary components:

Lansing File Server: The heart of the QVF system is the file server located in Lansing, the State Capital. The file server holds the voter registration database for the entire State. It also holds all system software (QVF application software and Oracle database software). The file server exchanges information with the driver file database (new registrations originating in branch offices) through a series of "server processes" (automated computer programs). The file server exchanges information with local system users through the replication process. To facilitate the exchange of data with the State's driver file database, every voter registration record is identified with the voter's driver license number or personal identification card number. (If the voter does not hold a driver license or personal identification card, a similar unique number is assigned to the voter's registration record.)

County/Local QVF Installations: All of Michigan's 83 counties and 236 of Michigan's largest cities and townships (voting age population over 5,000) were provided with QVF installations at state expense. One hundred and forty-nine additional cities and townships opted to purchase QVF installations at their own expense.

Telecommunications Network: The QVF system uses the Internet as its telecommunications network. Each QVF jurisdiction was provided with an Internet account (Merit is the Internet provider) and an Internet browser which includes e-mail and web searching capabilities. The replication process is automated and operates on a daily basis. Local QVF users may also establish an Internet connection if they wish to initiate a manual replication. Replication updates the Lansing server with new information provided by the local jurisdiction and updates the local jurisdiction with new information provided by the file server (usually branch office transactions). An average replication takes 20 to 30 minutes.

The Michigan Department of State's Bureau of Elections maintains a Help Desk to assist the county and local clerks throughout the State with any questions they have regarding the operation of the QVF. The Help Desk offers assistance in the following areas:

Replications: The replication process involves the transfer of data between the QVF server in Lansing and the remote QVF installations throughout the State. If there is a problem with the replication process, it generally stems from a user error, an equipment



failure or a network failure. The Help Desk is able to trace such problems, find the source and offer corrective measures.

Equipment Problems: The Help Desk troubleshoots all equipment related problems. In some cases, a contract vendor is sent to the site. In other cases, the Help Desk staff members pick up the equipment for in-house problem solving.

Training: The Help Desk provides training and on-site consultations to QVF users throughout the State. The Help Desk is also responsible for updating all user guides and training materials.

Software Support: The Help Desk offers QVF users advice and instruction on using the QVF software and documents requests for QVF software enhancements. The majority of all inquiries received by the Help Desk involve questions over the operation and functions of the QVF software.

While Michigan's Qualified Voter File system is in substantial compliance with the Help America Vote Act's requirements for a centrally administered statewide voter registration system, the following actions are planned to enhance the performance of the system:

- **The exploration of the potential for electronically exchanging data with Michigan's Family Independence Agency.**
- **The exploration of the potential for extending Michigan's smaller jurisdictions with additional methods of electronically accessing the QVF system.**
- **The employment of GIS mapping technology to administer the street index built into the QVF system.**
- **The addition of digitized signatures to the QVF database.**
- **The development of a process which permits the QVF system to electronically remove voters who have not responded to notices pursuant to the National Voter Registration Act. (The review of the action by clerks will continue to be a requirement.)**
- **The development of new capacities which permit the QVF system to store the last four digits of a voter's Social Security Number.**
- **The development of revisions to Michigan election law to provide for any additional processes needed to electronically verify new registrants who register to vote by mail.**
- **The establishment of an agreement with the Commissioner of Social Security to provide for the verification of voter identification information.**



The matrix provided in Appendix A outlines the computerized statewide voter registration list requirements provided under Section 303 of the Help America Vote Act, the “State of Michigan’s Current Status” related to the requirements and the “Actions Planned” where applicable.

Section 303 of the Help America Vote Act further addresses the identification of voters who register to vote by mail and the contents of mail-in voter registration application forms as indicated below:

- Stipulates that an individual who (1) submits a mail-in voter registration form and (2) has never participated in a federal election conducted in the state must provide an identification document with the mail-in voter registration form. Provides that if the applicant does not submit an acceptable identification document with the mail-in voter registration form, he or she must produce identification the first time he or she attends the polls to participate in a federal election. Further provides that if such a voter wishes to cast an absentee ballot, he or she must submit an acceptable identification document when returning the absentee ballot. Acceptable forms of identification, as defined under the Help America Vote Act, include “current and valid photo identification” or a “current utility bill, bank statement, government check, paycheck, or other government document that shows the name and address of the voter.”
- Provides that if a voter subject to the above identification requirements does not produce or submit an acceptable identification document, he or she may cast a “provisional” ballot in the polls or a “provisional” absentee ballot as desired.
- Provides that the above voter identification requirements are waived if (1) the voter registration applicant enters his or her driver license number or the last four digits of his or her Social Security Number on the mail-in voter registration form and (2) the state or local election official has a program in place which permits the identification of the voter through the comparison of the entered number against another “State identification record” which bears the same number and the voter registration applicant’s name and date of birth.
- Provides that the above voter identification requirements are waived if the voter is eligible to vote by absentee ballot under the Uniformed and Overseas Citizens Absentee Voting Act (i.e., absent uniformed services voters and overseas voters).
- Directs the Secretary of State to include the following two questions on the mail-in voter registration application form with “yes” and “no” checkoff boxes: (1) “Are you a citizen of the United States of America?” and (2) “Will you be 18 years of age on or before Election Day?” Further directs the Secretary of State to include the following statement on the form: “If you checked ‘no’ in response to either of these questions, do not complete this form.”



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- Stipulates that if a voter registration applicant fails to answer the citizenship question on the mail-in voter registration application form, the registrar must notify the applicant and provide him or her with an opportunity to complete the form no later than the voter registration deadline for the next federal election.
- Directs the Secretary of State to include a statement on the mail-in voter registration form which informs the applicant that if the form is submitted by mail and the applicant is registering for the first time, an acceptable identification document must accompany the registration form if the applicant wishes to avoid the need to produce identification the first time he or she attends the polls to participate in a federal election.

The following actions are planned to ensure compliance with the requirements associated with the identification of voters who register to vote by mail:

- **The implementation of the identification requirements imposed on individuals who (1) submit a mail-in voter registration form and (2) have never participated in a federal election conducted in Michigan.**
- **The establishment of procedures which permit a voter who is subject to the identification requirements to obtain a “provisional” ballot if the voter is unable to produce or submit an acceptable identification document.**
- **The modification of Michigan’s Mail-In Voter Registration Application form as necessary.**
- **The development and implementation of a process which provides individuals who (1) submit a mail-in voter registration and (2) fail to respond to the citizenship question with an opportunity to complete the form no later than the voter registration deadline established for the next federal election.**

The matrix provided in Appendix A outlines the voter identification and mail-in voter registration form design requirements provided under Section 303 of the Help America Vote Act, the “State of Michigan’s Current Status” related to the requirements and the “Actions Planned” where applicable.

Section 251(b)(2): Other Activities

Michigan intends to use requirements payments to fund other activities to improve the administration of elections, including, but not limited to:

- Establishing a polling place accessibility program to ensure that all polling places in the state are and continue to be compliant with all applicable state and federal laws.



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- Providing necessary assistance to persons with limited proficiency in the English language as required by the Voting Rights Act.
- Engaging in a variety of voter education and outreach activities including public service announcements, voting equipment demonstrations, mass mailings and other related activities.
- Providing election official and poll worker training initiatives.



II. Michigan's Distribution of Requirements Payment

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

- (A) *the criteria to be used to determine the eligibility of such units or entities for receiving the payment; and*
- (B) *the methods to be used by the State to monitor the performance of the units or entities to whom the payment is distributed, consistent with the performance goals and measures adopted under paragraph (8). -- HAVA §254 (a)(2)*

Eligibility of Local Units to Receive the Payment

The Michigan Department of State's Bureau of Elections will centrally manage all initiatives funded by requirements payments and will be responsible for establishing all expenditure funding levels, program controls and outcomes. The State will follow applicable Michigan law regarding the distribution of federal reimbursements.

Performance Measures for Local Units

The Michigan Department of State's Bureau of Elections will monitor the performance of each initiative that is funded by requirements payments in three areas: financial controls, compliance with standards, and program results.

Financial Controls The Michigan Department of State's Bureau of Elections will develop and use standard financial reporting for all initiatives funded by requirements payments.

Compliance with Standards: The Michigan Department of State's Bureau of Elections will develop and use standard program management reporting for all initiatives funded by requirements payments.

Program Results: The Michigan Department of State's Bureau of Elections will develop key performance indicators for each initiative funded by requirements payments. See Section VIII of this document for specific performance goals and measures.



III. Voter Education, Election Official Education and Training, and Poll Worker Training

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

Voter Education

As voter turnouts continue to dwindle, voter education has become an increasingly important component of the elections process. At the present time, the principal voter education efforts launched in Michigan for statewide and federal elections are coordinated through the Michigan Department of State's Bureau of Elections and the offices of Michigan's city and township clerks. The voter education initiatives which are currently in place include the following:

Citizens Guide to Voting Systems: Internet based instructional system that voters can use to learn what type of voting equipment is employed in their jurisdiction of residence and how it operates. The site utilizes video clips, slides, audio and printed text.

Electronic Voter Guide: Internet based informational guide established for November general elections that voters can use to learn about the political parties, state level candidates and statewide ballot proposals on the ballot. Candidates and political parties are invited to post statements on the site. Candidates are also extended the opportunity to post a photograph on the site.

Voter Information Center: Internet based informational site that voters can use to preview their ballot for November general elections, confirm their registration status, obtain information on the location of their polling place (including a map), link to candidate websites and obtain other election related information. Both the Citizens Guide to Voting Systems and the Electronic Voter Guide are linked to the Voter Information Center. The Voter Information Center in tandem with the Citizens Guide to Voting Systems and Electronic Voter Guide provides Michigan voters with the most comprehensive on-line election information available anywhere in the nation.

Secretary of State Website: Provides dates for upcoming state and local elections, general information on the registration process, a mail-in voter registration form that can be printed for immediate use, information on obtaining an absent voter ballot and other general information on registering and participating in elections.

Local Websites: Many counties and local jurisdictions have established websites which provide information on registering to vote and participating in elections.

Published Notices: All cities and townships publish two notices to announce each upcoming voter registration deadline and two notices to announce each upcoming election. As Michigan has 1,514 cities and townships, this results in the publication of



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over 6,000 election related notices prior to each August primary and 6,000 additional notices prior to each November general election.

Voter Instruction Placards: Prior to each August primary and each November general election, the Secretary of State produces and distributes over 10,000 voter instruction placards for display in the polling places located throughout the state.

Ballot Proposal Information: Anytime a statewide proposal is presented on Michigan's August primary ballot or November general election ballot, the Secretary of State produces and distributes over 10,000 informational posters on the proposals for display in the polling places. The information is also distributed to all newspapers, television stations and radio stations in the state. Information on the proposals is also distributed through the 173 motor vehicle registration offices operated and managed by the Michigan Department of State.

Assistance in the Polls: Michigan election law stipulates that all election workers appointed to serve in the polls must ask each voter who offers to vote if he or she would like to receive instruction on voting the ballot. To assist with the instruction, "demonstration models" are placed in each polling place. Comprehensive voting instructions are also printed on each ballot.

Voter ID Cards: Michigan's local clerks issue "Voter ID Cards" to all registrants which list their voting districts, their polling place location and a contact office for additional information.

Absent Voter Ballot Application Distribution Lists: Many local clerks maintain lists of regular absentee voters which are used to mass mail absent voter ballot application forms prior to elections.

Registration Reminder Cards: The Secretary of State sends all Michigan citizens who turn 18 a birthday greeting and a reminder that they are now eligible to register and vote. The postcard directs the newly eligible voter to the mail-in voter registration application form provided on the Secretary of State's website.

University/College Emails: The Secretary of State, in cooperation with the Presidents Council of State Universities of Michigan, the Association of Independent College and Universities of Michigan and the Michigan Community College Association, sends a specially developed email message to all university and college students to provide them with pertinent registration and voting information.

PSA's: The Secretary of State regularly develops public service announcements on registering and voting for distribution to all media outlets in the State.

Informational Brochures: The Secretary of State prints and distributes a voter information brochure prior to every election cycle which provides concise information on registering to vote, obtaining absent voter ballots and voting in the polls.



Michigan recognizes the need to enhance its voter education programs to better inform voters and promote participation in the electoral process. In addition to the maintenance of the voter education programs detailed above, Michigan will pursue the following initiatives:

- **Establish a Voter Education and Outreach Fund. The fund will be used to support public and private sector programs designed to educate voters and promote electoral participation.**
- **Redouble the current efforts made to ensure that all voter outreach materials produced through the Department reflect and meet the needs of Michigan's diverse voting populations.**
- **Develop educational outreach initiatives designed to instruct voters on the operation of the voting equipment selected for the implementation of Michigan's uniform voting system.**
- **Coordinate voter education efforts with nonpartisan community organizations and advocacy groups committed to voter education including groups that provide services to individuals with disabilities.**
- **Encourage local jurisdictions to partner with nonpartisan community organizations and advocacy groups committed to voter education to promote voter registration and participation. Facilitate such efforts through the development and dissemination of voter outreach materials.**
- **Improve and increase public service announcements and informational materials.**
- **Expand and improve the Internet-based Voter Information Center and the voter instruction posters provided for display in the polls.**

Election Official Education

Trained, professional election officials are essential to the administration of efficient and secure elections. At the present time, the Michigan Department of State's Bureau of Elections administers a variety of mandated and discretionary training programs which are designed to familiarize the State's county clerks, city clerks, township clerks, village clerks and school election coordinators with the laws and processes which govern Michigan's elections system. Current election official training programs administered through the Michigan Department of State's Bureau of Elections include the following:



Election Official's Accreditation Program: Michigan election law, MCL 168.31(j), directs the Secretary of State to "Establish a curriculum for comprehensive training and accreditation of all county, city, township, village, and school election officials." Participation is mandatory. To date, over 3,200 county clerks, local clerks, school board secretaries and election assistants appointed on the county and local level have attended the accreditation program.

County Clerk Training: Michigan election law, MCL 168.33(1), directs the State Elections Director to "...conduct training schools throughout this state preceding the general November election, and preceding such other elections as the director considers advisable, for county clerks and their representatives with respect to the conducting of elections in accordance with the election laws...." The training programs are routinely conducted every two years in advance of the November general election.

County Board of Canvasser Training: Conducted in conjunction with required County Clerk Training programs.

City/Township Clerk Training: Conducted on a regional basis prior to the August primary. All city clerks and township clerks are encouraged to attend.

School Election Coordinator Training: Conducted on a regional basis prior to the June school election. All school election administrators are encouraged to attend.

Village Clerk Training: Conducted on a regional basis prior to the village primary election. All village clerks are encouraged to attend.

New Clerk Training: Michigan election law, MCL 168.31(k), directs the Secretary of State to "Establish and require attendance by all new appointed or elected election officials at an initial course of instruction within 6 months before the date of the election." New Clerk Training is offered to new clerks on a regional basis. Participation is mandatory.

Michigan recognizes the need to enhance its election official training programs to better ensure that all election officials possess the training, tools and resources critical to the successful administration of elections. In addition to the maintenance of the election official education programs detailed above, Michigan will pursue the following initiatives:

- **Improve training and accreditation materials to promote the retention of the information.**
- **Research and implement new and innovative training delivery methods such as interactive web-based training and video conferencing.**



- **Develop “training partnerships” with the various clerk associations established in the State, state universities and community colleges.**
- **Establish an advisory group to review and evaluate the training programs and materials developed to train election officials.**
- **Contract with training consultants to enhance the skills of the trainers.**
- **Develop educational programs designed to instruct election officials on the operation of the voting equipment selected for the implementation of Michigan’s uniform voting system.**

Poll Worker Training

Trained poll workers who have a full understanding of the laws and procedures which govern the administration of the polls on election day are critical to the successful conduct of elections. In view of this need, Michigan election law, MCL 168.683, directs the State’s county clerks to provide the poll workers appointed in their respective counties with the training needed to perform their duties. MCL 168.683 further extends a city or township having a population of 10,000 or more the option of conducting its own poll worker training if desired. To ensure the quality of the training programs and the consistency of the instruction, Michigan election law, MCL 168.33(2), directs the State Elections Director to “... train all county, city and township clerks who are involved in the training of precinct inspectors” MCL 168.33(3) further directs the State Elections Director to conduct all poll worker training in counties where the county clerk has not been accredited to conduct the training programs.

In addition to the poll worker training support the Michigan Department of State’s Bureau of Elections offers through its “train the trainer” program, the Bureau provides a variety of materials and training aids to augment the training materials developed on the county and local level. The training materials and aids which are available through the Bureau include the following:

- ***Training Outline*** – A general training outline developed for use by trainers conducting instructional programs for poll workers.
- ***Election Inspectors’ Procedure Manual*** – A 24-page quick reference guide to the laws which govern the operation of polling places. Developed for use as a training aid and as a reference tool on election day.
- ***Training Video on the Management of Polling Places*** – Used by trainers to motivate poll workers and reinforce instruction on the state laws which govern the operation of polling places.



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- ***Training Video on Accommodating the Needs of Voters Who Are Disabled*** – Used by trainers to heighten the sensitivity of poll workers to the needs of voters who are disabled.
- ***Video Exam*** – A self-administered test developed for use with the training video. Used to focus attention on the points of emphasis in the video.
- ***Technical Sheets*** – Step-by-step instructions on the operation of the various voting systems employed in Michigan to administer elections. Developed for use as a training aid and as a reference tool on election day. Used by trainers to instruct poll workers on the proper administration of the voting system they will use in the polls.
- ***Voting Equipment Q & A Exercises*** – Used by trainers to reinforce instruction on the operation of the voting equipment employed by the jurisdiction involved.
- ***Model Overheads*** – Suggested overheads developed for use by trainers conducting instructional programs for poll workers. Used by trainers to instruct poll workers on the proper completion of the various forms and documents which must be completed in the polls on election day.

Michigan recognizes the need for continued improvement in the training programs offered poll workers to promote the efficient operation of the polls and the effective administration of the laws which govern the voting process. In addition to the maintenance of the poll worker training programs and services detailed above, Michigan will pursue the following initiatives:

- **Improve the content of the “train the trainer” programs offered county, city and township clerks.**
- **Update and expand the materials provided county, city and township clerks to assist with the instruction of poll workers.**
- **Develop and produce an updated poll worker training video.**
- **Contract with training consultants to enhance the skills of the trainers.**



IV. Voting System Guidelines and Processes

How the State will adopt voting system guidelines and processes, which are consistent with the requirements of section 301. -- HAVA §254(a)(4)

Michigan has adopted legislation which mandates the implementation of a statewide, uniform voting system (PA 91 of 2002). The voting system selected by the State for the establishment of the statewide voting system will meet the requirements of Section 301 of the Help America Vote Act including all accessibility requirements.

The legislation directs the Secretary of State to convene an “advisory committee” for the purpose of selecting a “uniform voting system” for the State if and when funds are appropriated for selecting, acquiring and implementing a statewide, uniform voting system. The legislation further authorizes the Secretary of State to proceed with the implementation of a statewide, uniform voting system after the selection of the voting system best suited for the State’s needs.

Michigan election law currently provides procedures for the certification of new voting systems and the conduct of recounts. Operational standards for the administration of electronic voting systems have been promulgated under the State’s Administrative Procedures Act (APA), PA 306 of 1969, as amended.

As the implementation of the statewide, uniform voting system proceeds, the Michigan Department of State will create any new processes which are necessary to ensure the effective and efficient administration of the system. New processes adopted by the Michigan Department of State typically take the form of new legislation, internal procedures and promulgated Rules. The Michigan Department of State will determine the appropriate method to publicize any new voting system standards and processes.



V. Michigan's HAVA Fund Management

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

Working with the Michigan State Legislature, the Michigan Department of State's Bureau of Elections is establishing a new election reform fund that will be separate and distinct from all other agency funds. The election reform fund will contain both federal and general funds. The federal fund portion will be used to maintain federal fund receipts and expend federal funds. The general fund portion will be used to budget and expend general funds representing the 5% match required under Help America Vote Act.

The Director of the Michigan Department of State's Bureau of Elections and the Director of the Michigan Department of State's Bureau of Administrative Services will work with the Michigan Department of Treasury to follow and enforce all mandated fiscal controls and policies.



VI. Michigan's HAVA Budget

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

- (A) *the costs of the activities required to be carried out to meet the requirements of title III;*
- (B) *the portion of the requirements payment which will be used to carry out activities to meet such requirements; and*
- (C) *the portion of the requirements payment, which will be used to carry out other activities. -- HAVA §254(a)(6)*

Title I Funds: Election Administration and the Replacement of Voting Equipment

Title I of the Help America Vote Act authorizes the General Services Administration (GSA) to administer \$650 million in payments to (1) implement election administration improvements and (2) replace punch card voting systems and lever voting machines.

Election Administration Improvements (\$325 Million): States are guaranteed a minimum payment of \$5 million. The remaining funds are allocated according to the state's voting age population. Michigan is eligible for approximately \$9.9 million.

Replacement of Punch Card Voting Systems and Lever Voting Machines (\$325 Million): The funds must be used to replace the State's punch card voting systems and lever voting machines in advance of the November 2, 2004 general election. An extension through the first federal election conducted after January 1, 2006 can be requested for good cause.

Each State is eligible to receive \$4,000.00 for each "qualifying precinct." A "qualifying precinct" is a precinct that used a punch card voting system or lever voting machines to administer the November 7, 2000 general election. Michigan is eligible for approximately \$6.8 million. If the total claimed exceeds the \$325 million appropriation, the payments will be proportionately reduced.

Titles II and III: Election Assistance "Requirements Payments"

The Election Assistance Commission is required to make election assistance "requirements payments" to qualifying States. Appropriations authorized under this section include \$1.4 billion for FY 2003, \$1 billion for FY 2004 and \$600 million for FY



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2005. \$830 million was appropriated under this section for FY 2003. The funds “authorized” for each fiscal year must be appropriated under separate action before the funds are available to the States.

The funds are allocated according to the State’s voting age population with a guaranteed minimum payment equal to $\frac{1}{2}$ of 1% of the total appropriation for each year. Michigan is eligible for approximately \$28 million this fiscal year.

Future Funding Assumptions

The remaining federal funds available to Michigan through FY 2005 are calculated by multiplying the total available amount of federal funding in that year by 3.3%. These portions require a 5% State match for all funds spent in each fiscal year. However, the State may draw down funds each fiscal year without providing the match if the State’s election plan accounts for the future expenditure of the matching funds.

The following table outlines the assumptions regarding federal funding that Michigan used in creating its budget.



Federal Fiscal Year	Total Federal Funds Authorized ¹	Total Federal Funds Appropriated ²	Michigan's Share
Early Payments	\$650 million	\$650 million (appropriated)	\$6.8 million ³
2003	\$1.4 billion	\$830 million (appropriated)	\$28 million
2004	\$1 billion	\$500 million (President's budget)	\$16.5 million (estimated)
2005	\$600 million	\$500 million (proposed President's budget)	\$16.5 million (estimated)
Total	\$3.65 billion	\$2.480 billion	\$67.8 million

¹ "Authorized funds" represent the amount Congress recommended for the implementation of the Help America Vote Act when the Act was adopted.

² "Appropriated funds" represent the amount Congress has actually made available to the States for the implementation of the Help America Vote Act.

³ Does not include \$9.9 million Michigan is eligible to receive under Title I, Section 101, of the Help America Vote Act. The funds will be used to extend smaller jurisdictions access to the Qualified Voter File system, convert the street index to a GIS mapping system, add digitized signatures to the Qualified Voter File database and provide other technology enhancements.

Projected Budget

Michigan's projected budget, based on the funding assumptions detailed above, represents the cost of implementing the requirements of Title I and Title III of the Help America Vote Act. The budget will be revised as appropriate to reflect the most current information available on federal funding and any changes that may be made in the implementation schedule.



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HAVA Requirements	Estimated Total Cost	Source of Funding			Implementation Period
		§102	Title II	State 5% Match	
Title III Requirements		§102	Title II	State 5% Match	
(§301) Voting System	\$55 million	\$6.8 million	\$45.45 million	\$2.75 million	FY 2003 to FY 2006
(§302) Provisional Voting and voting information requirements	\$500,000		\$475,000	\$25,000	FY 2003 to FY 2004
(§303) Computerized statewide voter registration list requirements and requirements for voters who register by mail	\$5 million		\$4.75 million	\$250,000	FY 2003 to FY 2004
<i>“Other” Activities</i>					
Programming software, ballot production licensing, service contracts and polling place accessibility supplements to HHS grants	\$5 million		\$4.75 million	\$250,000	FY 2003 to FY 2004
(§254 (3)) Voter education, election official education and training, and poll worker training which will assist the state in meeting the requirements of Title III	\$5 million		\$4.75 million	\$250,000	FY 2003 to FY 2006
(§402) Establish a State-based HAVA administrative complaint procedure to remedy grievances	\$500,000		\$475,000	\$25,000	



VII. Maintenance of Effort

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

Consistent with Section 254(a)(7), Michigan will maintain the same level of expenditures on activities funded by the requirements payments as was expended in the fiscal year which ended prior to November 2000 (October 1, 1999 through September 30, 2000). (Michigan expended \$1.2 million on such activities during the period.)

As is the case in many states, the amount spent by the State of Michigan to administer elections is only a small fraction of the aggregate amount spent on elections statewide as the majority of the costs involved are handled on the county and local level. In addition, many of Michigan's 83 county clerk offices and 1,514 city and township clerk offices employ year-round core staff for continuous functions such as voter registration, information services and IT support. When elections are conducted, Michigan's county and local clerks must budget for the additional costs associated with the rental of polling places, poll workers, temporary office staff, ballot production, mass mailings, election day support, etc.



VIII. HAVA Performance Goals and Measures

How the State will adopt performance goals and measures that will be used by the State to determine its success and the success of units of local government in the State in carrying out the plan, including timetables for meeting each of the elements of the plan, descriptions of the criteria the State will use to measure performance and the process used to develop such criteria, and a description of which official is to be held responsible for ensuring that each performance goal is met. -- HAVA §254(a)(8)

Performance goals provide a high-level view of a project’s direction. The State’s goal is to achieve election reform and compliance with the requirements of the Help America Vote Act through the successful implementation of the programs outlined in the State Plan.

Performance Goal 1: Statewide Voter Registration System

At this date, Michigan’s Qualified Voter File (QVF) is in substantial compliance with the Help America Vote Act’s requirements for a centrally administered statewide voter registration system. Michigan will use existing QVF data retrieval mechanisms to ensure that that the system is as accurate as possible and includes every registered voter in the State at their proper address and removes voters who have died or moved out of the State. Michigan will make enhancements to the QVF to provide additional tools for election officials.

Performance Measure

The following statistics will be compiled to determine data accuracy and the effectiveness of voter outreach programs:

- Number of registered voters in the State as a percentage of the State’s voting age population.
- Number of registered voters in each county as a percentage of each county’s voting age population.
- Number of registered voters in each jurisdiction as a percentage of each jurisdiction’s voting age population.
- Number of digitized signatures captured.
- Number of voting histories captured for each election.
- Number of driver license numbers or PID numbers captured.
- Number of duplicate driver license numbers or PID numbers.



<i>Timetable</i>	Now and ongoing.
<i>Description of the criteria used to measure performance</i>	Statistical reports should be generated from the QVF and measured against census data, voter turnout data and other reliable data sources.
<i>Process used to develop criteria</i>	Success of the effort will be dependent upon the performance of election officials statewide in updating the QVF and performing State prescribed “data scrubbing” initiatives.
<i>Description of official to be held responsible for ensuring each performance goal is met</i>	The Secretary of State and the Michigan Department of State’s Bureau of Elections, with the cooperation of all city, township and county election officials in the State, are responsible for ensuring that each performance goal is met.

Performance Goal 2: Training and Education

Michigan state and local election officials realize that the effectiveness of the Help America Vote Act relies heavily on communication among or between the participants in the process. Opportunities for training exist for city, township and county election officials; for election inspectors; and for voters who may only interact with equipment and the voting process occasionally.

Performance Measure 2(a) The following information will be collected to measure election official training performance:

- Number of election officials receiving initial certification under the Bureau of Election’s Clerk Accreditation Program.
- Number of election officials receiving ongoing certification under the Bureau of Election’s Clerk Accreditation Program.
- Number of election officials attending New Clerk training programs.
- Number of election officials attending even-year training programs pursuant to MCL 168.33(1).
- Number of election officials attending election inspector training programs pursuant to MCL 168.33(2) and (3).
- Number of training classes/opportunities offered.



<i>Timetable</i>	January 1, 2004 and annually thereafter.
<i>Description of criteria used to measure performance</i>	The Secretary of State will prepare a report form for completion by Michigan's county and local elections officials.
<i>Process used to develop the criteria</i>	The State already provides training and accreditation programs for election officials.
<i>Description of official to be held responsible for ensuring each performance goal is met</i>	The Director of Elections through the Michigan Department of State's Bureau of Elections is responsible for election official training.
<i>Performance Measure 2(b)</i>	<p><i>The following information will be compiled to measure the effectiveness of efforts to increase the number of available election inspectors:</i></p> <p>Number of election inspectors trained by instructors in classroom. Number of new election inspectors recruited. Number of high school and college students contacted by election officials to work as inspectors. Number of provisional ballots cast. Number affidavit ballots cast. Number of complaints filed. Percentage of election inspectors who attended training.</p>
<i>Timetable</i>	January 1, 2005 and every odd-year January 1 thereafter.
<i>Description of the criteria used to measure performance</i>	Local election officials will submit this information to the Michigan Department of State's Bureau of Elections following each federal election.



<i>Process used to develop criteria</i>	County and local election officials currently conduct election inspector training. The Bureau of Elections will rely on input from local election officials (and perhaps professional trainers) to develop both the content and evaluation criteria for the program.
<i>Description of official to be held responsible for ensuring each performance goal is met</i>	The Michigan Department of State's Bureau of Elections establishes training guidelines and tools. Each county or jurisdiction (as permitted by law) will continue to oversee election inspection training.
<i>Performance Measure 2(c)</i>	<i>The following information will be gathered to measure the effectiveness of voter education initiatives:</i> Number of public display sites for voter education. Number of PSAs (public service announcements). Number of web hits Secretary of State's Voter Information Center and/or other websites. Number of high schools and colleges contacted. Increase/change in percentage of voter turnout.
<i>Timetable</i>	January 1, 2005 and every odd-year January 1 thereafter.
<i>Description of the criteria used to measure performance</i>	Local election officials will submit information to the Michigan Department of State's Bureau of Elections following each federal election. The Bureau of Elections may also compile its own data.
<i>Process used to develop criteria</i>	These steps are being taken to ensure voters receive information on the Help America Vote Act and related election processes.
<i>Description of official to be held responsible for ensuring each performance goal is met</i>	The Michigan Department of State's Bureau of Elections is responsible for developing the training tools. Local election officials will be responsible for implementation and reporting.



Performance Goal 3: Grievance System

The Help America Vote Act requires the establishment of a state-based grievance procedure.

Performance Measure	<p>The following information will be collected to measure the effectiveness of the grievance process:</p> <p>The number of inquiries received. The number and nature of complaints filed. The number of complaints dismissed. The number of complaints resolved informally by the Michigan Department of State’s Bureau of Elections. The number of complaints resolved by formal hearing. The average time for a complaint to be investigated and resolved</p>
Timetable	<p>January 1, 2005 and every odd-year January 1 thereafter.</p>
Description of the criteria used to measure performance	<p>The Secretary of State will review the reports from the Michigan Department of State’s Bureau of Elections.</p>
Process used to develop criteria	<p>The Michigan Department of State’s Bureau of Elections will submit a report containing number of complaints received, number of complaints resolved and time required/ used for resolution.</p>
Description of official to be held responsible for ensuring each performance goal is met	<p>The Michigan Department of State’s Bureau of Elections is responsible for administering the statewide grievance procedure.</p>



Performance Goal 4: Provisional Ballots

The following will be measured with respect to provisional ballots: uniform processing, verification and status availability. Provisional ballot status reporting will be performed by each jurisdiction. The goal is to have uniform procedures in place in each jurisdiction for processing and verifying provisional ballots.

Performance Measure ***The following information will be collected to measure the effectiveness and uniformity of the “provisional” balloting process:***

- Number of provisional ballots cast in each precinct.
- Number of voters in each precinct.
- Number of provisional ballots verified and counted for each precinct.
- Number of provisional ballots not counted in each precinct and reason.
- Number of voters who checked their provisional ballot status.

Timetable January 1, 2005 and every odd-year January 1 thereafter.

Description of the criteria used to measure performance The election report from each jurisdiction will provide the Secretary of State with an indication of what additional tools may be needed for uniformity.

Process used to develop criteria The Michigan Department of State’s Bureau of Elections will enhance its election official training materials to include provisional ballot procedures and information.

Description of official to be held responsible for ensuring each performance goal is met The Michigan Department of State’s Bureau of Elections will be responsible for uniform guidelines for processing and verifying provisional ballots. Local election officials will be responsible for provisional ballot verification, counting and reporting.



Performance Goal 5: Accessibility

One of the Help America Vote Act’s principal objectives is to make the election process more accessible. Michigan will address both voting equipment and polling place accessibility. Michigan will also utilize part of the remaining Help America Vote Act funds to address accessibility issues through training and to provide materials and web information in accessible formats.

Performance Measure **The following information will be collected to measure the effectiveness of the accessibility initiatives:**

- Number of military/overseas absentee applications.
- Number of military/overseas ballots cast.
- Number of military ballots rejected and reason(s) therefore
- Number of polling locations.
- Number of polling locations that are accessible.
- Number of polling locations with accessible devices.
- Number of polling locations without accessible devices.
- Number of accessibility brochures distributed.
- Number of accessibility complaints received and resolved.
- Whether Michigan website and materials are available in accessible formats.

Timetable January 1, 2005 and every odd-year January 1 thereafter.

Description of the criteria used to measure performance Local election officials will submit this information semiannually to the Michigan Department of State’s Bureau of Elections.

Process used to develop criteria Election officials will be required to certify polling place accessibility.

Description of official to be held responsible for ensuring each performance goal is met The local election officials will be responsible for certifying polling place accessibility. The Michigan Department of State’s Bureau of Elections will ensure that the website is in an accessible format.



IX. State-Based Administrative Complaint Procedures

A description of the uniform, nondiscriminatory State-based administrative complaint procedures in effect under section 402. -- HAVA §254(a)(9)

The Michigan Department of State has agreed upon a uniform, nondiscriminatory complaint procedure that meets the requirements of the Help America Vote Act. The complaint procedure will be adopted as a series of guidelines pursuant to the State's Administrative Procedures Act (APA), PA 306 of 1969, as amended.

The complaint procedure permits a person who believes that an election authority has violated or will violate a provision of Title III of the Help America Vote Act to contact the Department's Bureau of Elections. If the Bureau of Elections is unable to satisfactorily address the possible Title III violation, the complainant may invoke a formal investigation by submitting a sworn statement which specifies the election authority who is alleged to have violated Title III, the provision of Title III involved, how the violation is alleged to have occurred and whether the complainant personally witnessed the violation. The complainant may demand the conduct of a hearing on the matter. If the complaint is valid and a hearing is demanded, the Bureau of Elections is required to conduct a hearing on the record.

The complaint procedure further directs the Bureau of Elections to resolve any formal complaints it receives within 90 calendar days unless the complainant consents to an extension. If the Bureau of Elections determines that a violation of Title III occurred, it is authorized to order an appropriate remedy. If the Bureau of Elections is unable to render a final determination within 90 calendar days, it is required to forward the record to the Department's Bureau of Legal Services for alternative dispute resolution. Upon the receipt of a referred complaint, the Bureau of Legal Services is required to conduct a review of the complaint and render a final determination within 60 calendar days. If the Bureau of Legal Services determines that a violation of Title III occurred, it is authorized to order an appropriate remedy. In such an instance, the Bureau of Elections is authorized to enforce any remedies ordered by the Bureau of Legal Services.

A copy of the complaint procedure is provided under Appendix B.



X. Effect of Title I Payments

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

Section 101: Election Administration Improvements

Michigan is eligible for approximately \$9.9 million under Section 101 of the Help America Vote Act.

Section 102: Replacement of Punch Card Voting Systems and Lever Voting Machines

Michigan is eligible for approximately \$6.8 million under Section 102 of the Help America Vote Act. The funds will be used to purchase voting systems which are compliant with the requirements of the Help America Vote Act.



XI. Michigan's HAVA State Plan Management

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

- (A) is developed and published in the Federal Register in accordance with section 255 in the same manner as the State plan;*
- (B) is subject to public notice and comment in accordance with section 256 in the same manner as the State plan; and*
- (C) takes effect only after the expiration of the 30-day period which begins on the date the change is published in the Federal Register in accordance with subparagraph (A). -- HAVA §254(a)(11)*

Michigan will use the State Plan as the basis for managing the activities associated with the implementation of the Help America Vote Act. The Secretary of State, with guidance from the Help America Vote Act Steering Committee, will be responsible for the management and implementation of the State Plan. Michigan will conduct plan management at four levels:

Secretary of State: In Michigan, the Secretary of State functions as the State's Chief Election Officer. Accordingly, the Secretary of State is ultimately responsible for the implementation of the State Plan. As a result, the Secretary of State will possess the final authority in decision-making and management of the State Plan.

Help America Vote Act Steering Committee: A Steering Committee comprising the Secretary of State, the Department's Chief Operating Officer and the State Elections Director will be established to oversee all State Plan activities and provide necessary guidance leadership and direction. The Steering Committee will meet on a regular basis to address compliance with the requirements of the Help America Vote Act and the implementation of the State Plan.

Help America Vote Act Project Committees: The Project Committees will comprise Department staff selected on an ad hoc basis. The Project Committees will be responsible for research, analysis and the development of any needs associated with the implementation of the State Plan.

Help America Vote Act Project Managers: Specified employees of the Michigan Department of State will be responsible for the day-to-day coordination and implementation of selected projects associated with the implementation of the State Plan. The Project Managers will be responsible for coordinating project activities; seeking the advice of county and local election officials, voter advocacy groups and other



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stakeholders in Michigan's elections process; reporting on the progress of the activities; and relaying any resource needs to the Steering Committee.

Michigan understands and agrees to comply with the requirements of the Help America Vote Act related to the ongoing management of the State Plan. More specifically, the State agrees that it may not make any material change in the administration of the State Plan unless the change:

- (1) is developed and published in the Federal Register in accordance with Section 255 of the Help America Vote Act in the same manner as the State Plan;
- (2) is subject to public notice and comment in accordance with Section 256 of the Help America Vote Act in the same manner as the State Plan; and
- (3) takes effect only after the expiration of the 30-day period that begins on the date the change is published in the Federal Register.



XII. Changes to State Plan from Previous Fiscal Year

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

The FY 2003 Plan is Michigan's initial plan under the Help America Vote Act. This section will be updated in the FY 2004 Plan to reflect the changes made in the Plan as well as a summary of the 2003 successes.



XIII. State Plan Development and Committee

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

The draft of the State Plan was created by the Michigan Department of State's Bureau of Elections with input from the [Secretary of State's State Plan Advisory Committee](#). The State Plan was distributed to the members of the Advisory Committee for review and discussion.

The preliminary version of the State Plan will be made available for public inspection and comment for 30 days. Any public comments received will be taken into consideration when the final State Plan is prepared in accordance with Section 256 of the Help America Vote Act.

The Secretary of State named the following individuals to serve on the State Plan Advisory Committee:

Lynn Alexander, Senior Citizen Advisor of Oakland County

The Honorable Diane Byrum, State Representative

G. William Caddell, Oakland County Clerk

Robert Campau, Michigan Republican Party

Denise Cook, Michigan State AFL-CIO

The Honorable Maura D. Corrigan, Chief Justice, Michigan Supreme Court

The Honorable Mike Cox, Attorney General

Jackie Currie, Detroit City Clerk

A. Edwin Dore, Representing the Public's Interest

Kathryn Dornan, Farmington Hills City Clerk

Judy Elliott, Branch County Clerk

The Honorable Jennifer Granholm, Governor

The Honorable Beverly Hammerstrom, State Senator



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Terri Hegarty, Grand Rapids City Clerk

Melvin Butch Hollowell, Michigan Democratic Party

Susan Kaltenbach, Saginaw County Clerk

Justin P. King, Michigan Association of School Boards

The Honorable Joseph Knollenberg, U.S. Representative

Terri Kowal, Shelby Charter Township Clerk

Robert LaBrant, Michigan Chamber of Commerce

The Honorable Carl Levin, U.S. Senator

Simone Lightfoot, NAACP

Tom Masseau, Michigan Protection & Advocacy Service

Ruth Pruis, Jamestown Township Clerk

Robert Richards, City of Escanaba Clerk

The Honorable Mark Schauer, State Senator

Lucille Taylor, Representing the Public's Interest

Mercedes Toohey, Former Director of Hispanic Community Center of Grand Rapids

Janice Vedder, Delta Charter Township Clerk

The Honorable Chris Ward, State Representative



Appendix A
State Requirements Matrix
