



## FEDERAL VOTING ASSISTANCE PROGRAM

DEPARTMENT OF DEFENSE  
WASHINGTON, DC 20301-1155

September 24, 2008

Ms. Nancy Rodriguez  
Secretary, State Board of Elections  
200 N. 9th St., Ste. 101  
Richmond, VA 23219-3497

Dear Ms. Rodriguez:

Every year I recommend specific legislative initiatives, which if enacted, would simplify and streamline the absentee voting process used by our citizens covered by the *Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA)*. I would like to thank you for the work you and the Commonwealth of Virginia have done over the past several years to promote and support these initiatives.

Recent elections have emphasized the importance of the states enacting the provision of 45 or more days for ballot transit; electronic transmission of Federal Post Card Applications, blank ballots, and voted ballots; and, authorization for the state chief election official to implement emergency measures. States with these provisions were able to quickly respond to a greater number of situations faced by our brave men and women serving in combat areas such as Iraq and Afghanistan, and other U.S. citizens worldwide. I would ask you also to consider alternative methods that these citizens could use to request their absentee ballots such as phone, email or by proxy, and utilizing digital signatures with electronically transmitted materials.

After reviewing Virginia's existing election code and procedures, I have identified five initiatives that the Virginia legislature might consider during the upcoming legislative session. These initiatives are discussed in detail with suggested wording in the enclosed legislative initiatives document. If these initiatives are enacted and signed into law, they would significantly help to facilitate the absentee voting process for Virginia's citizens covered by *UOCAVA*. Information available to FVAP indicates that there are 33,943 Uniformed Services members, an estimated 25,500 family members and approximately 93,500 overseas citizens that claim Virginia as their voting residence.

As you review the enclosed initiatives for possible inclusion in Virginia's 2009 legislative agenda, please do not hesitate to contact us for assistance. We can provide legislative wording that other states have enacted to implement similar measures and provide written or in-person testimony, if desired. We have come a long way in simplifying the absentee voting process used by our *UOCAVA* citizens - let's continue to work together to achieve the simplest possible absentee voting process while maintaining the integrity of our elections.

Sincerely,

A handwritten signature in black ink, appearing to read "P. K. Brunelli", is written over a horizontal line. The signature is fluid and cursive.

P. K. Brunelli  
Director

Enclosure:  
2009 Legislative Initiatives and Suggested Wording

## Virginia 2009 Legislative Initiatives and Sample Language

### Electronic Transmission of Election Materials

Since the 1990 general election, electronic transmission has proven to be a valuable alternative method for facilitating the enfranchisement of military persons and overseas citizens serving their country may have otherwise been unable to vote. This initiative has helped ensure these citizens were not disenfranchised by allowing them to cast a ballot when they would not otherwise have been able to vote due to time and location constraints.

Throughout an election year cycle, various circumstances exist that require the need for this alternative procedure in order for citizens to vote. The basic concept of electronic transmission of election materials is to secure high-speed delivery of election materials to and from the voter and local election officials. Your support in developing the **acceptance of electronic transmission for all aspects of the process**, with proper controls, would cut the ballot transit time at least in half. This would reduce a major obstacle to voting absentee and allow local election officials more administrative flexibility in preparing election materials.

We realize Virginia allows electronic transmission of the FPCA for absentee ballot request and sending the blank ballot. We continue to support your innovative electronic voting projects; however, we also continue to encourage expanded use of electronic transmission to include accepting the voted ballot from the voter electronically where circumstances would otherwise disenfranchise a citizen. The sample language below includes these alternatives.

### Sample Language

*An applicant who is a member of the United States Uniformed Services, or a family member of a Uniformed Service member, or is a qualified elector living outside the United States, may apply for registration and an absentee ballot by electronic transmission if otherwise qualified to apply for and vote by absentee ballot. An election official may send blank ballots and accept voted ballots from eligible electors via electronic transmission.*

### Enfranchise Citizens Who Have Never Resided in the U.S.

There are many U.S. citizens who have never resided in a state and under current law are not entitled to vote. These are usually first or second-generation citizens who are subject to U.S. income tax and all other requirements of citizens. Except for the fact that they have never resided in a state, they would be eligible to vote in elections for Federal office. Some local election officials make exceptions and allow these citizens to vote. Sixteen states have already passed legislation allowing these citizens to claim the legal residence of a parent. **We recommend these citizens be allowed to vote in elections for Federal offices** where either parent is eligible to vote under *UOCAVA*.

### Sample Language

*If a U.S. citizen outside the United States who has never lived in the United States has a parent who is a qualified elector, then that person is eligible to register and vote where his or her parent is a qualified elector.*

### Acceptance of a Signature and Date on Ballot as Evidence of Time of Completion

We recommend that Virginia **accept the signature and date on a ballot envelope as evidence of the time the ballot was completed by a uniformed service or overseas voter in lieu of a postmark.** Although *UOCAVA* voters may have voted and mailed their ballot in a timely manner, the ballot envelope may not have been postmarked on that date. By signing and dating the ballot the voter, under penalty of perjury, is certifying that their ballot was voted prior to the close of polls on election day.

### Sample Language

*If the voter is residing outside the United States, or is a member of the United States Uniformed Services, merchant marine, or a family member, and a qualified elector, the ballot shall be counted if it is signed and dated by the voter prior to the close of polls on election day and received by the absentee ballot deadline.*

### State Special Write-In Absentee Ballot

We realize that Virginia provides an early absentee ballot for the elections for governor, lieutenant governor or attorney general. We recommend Virginia provide a state write-in absentee ballot for all elections. The purpose of the special write-in absentee ballot is to **provide a method for voting by military and other persons overseas who, due to military contingencies or special circumstances such as those faced by submariners, Federal employees and contractors, Peace Corps volunteers, missionaries or others in remote areas, will be out of communication for extended periods of time and unable to receive the regular absentee ballot sent in the normal time frame.** A voter could request a special write-in absentee ballot 90 days in advance and write in the names of the candidates or party preferences. The voter knows in advance that he or she will not be able to receive, vote, and return the regular ballot in time to be counted. Twenty-nine states now provide special write-in absentee ballots.

This special write-in absentee ballot should not be confused with the Federal Write-In Absentee Ballot (FWAB) that is prepositioned at embassies and consulates, military installations, overseas organizations and corporations. In comparison, the FWAB is generally only available to military members on active duty absent from their voting residence and overseas citizens who have already applied for a regular absentee ballot from the state. They do not know in advance that they need the FWAB.

However, if the regular ballot from the state does not arrive in sufficient time for the voter to return the voted ballot and meet the deadline, these voters may obtain, vote, and return the FWAB to the local election official.

It is also important to note that a state write-in absentee ballot usually provides a “full” slate of offices to be voted upon including Federal, state, and local offices. On the other hand, the FWAB generally allows voting for Federal offices.

### Sample Language

*If the voter is a U.S. citizen residing outside the United States, a member of the United States Uniformed Services or merchant marine, or their family members, and a qualified elector, he or she may request, not earlier than 180 days before an election, a special write-in absentee ballot. The voter must submit with the request a statement that provides that due to military or other contingencies that preclude normal mail delivery, the elector cannot vote an absentee ballot during the normal absentee voting period. The state will make the ballot available "90 to 180" days before the election.*

### Expand Use of Federal Write-In Absentee Ballot

Currently, Virginia law allows the Federal Write-In Absentee Ballot (FWAB) to be used in all elections and from inside or outside the United States. However, we continue to recommend that the FWAB voter declaration be accepted as **a request for registration simultaneously with the submission of the completed FWAB**. We realize that legislation has been passed providing that the FWAB can be used to serve as **an application** for an absentee ballot and the absentee ballot itself for Federal offices provided the Registrar received it not less than five days prior to the election. Consideration should be given to simplify the registration and request for absentee ballot request process and improve ballot transit time through the combined use of the FWAB for registration and absentee ballot simultaneously. It should be noted that the information requested on the FWAB Affirmation/Declaration, is basically the same as the information requested from the voter on the Federal Post Card Application (FPCA). This does not change the data required from your state for these citizens. The adoption of this initiative would save money and alleviate administrative responsibilities on the part of local election officials.

### Sample Language

- Use of FWAB as a Combined Request for Registration and Ballot Submission:

*If the voter is outside the U.S. or is a member of the United States Uniformed Services, or a family member of a Uniformed Service member, and a qualified elector, he or she may use the Federal Write-In Absentee Ballot (FWAB) transmission envelope as a request for registration simultaneously with the submission of the FWAB if:*

- (1) *the information submitted complies with the registration requirements of the state;*

- (2) *the voter is otherwise eligible to vote absentee in the jurisdiction where the request is submitted; and*
- (3) *the request is received by the appropriate state election official not less than 30 days before the election or by the registration deadline established by the state .*