

# Montana Electronic Absentee System

## 2012 Technical Proposal Montana Secretary of State

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## Executive Summary

Access to voting for Montana's absent military citizens, their families, and overseas citizens has long been a priority for the Montana Secretary of State. Montana has been at the forefront of providing electronic voting capabilities for UOCAVA voters for several decades. Passing legislation authorizing the use of electronic means for voting in 1991, Montana was one of the first states to address the challenges for voters covered under UOCAVA.

In 2010, the Montana Secretary of State was one of 17 state election officials that participated in the Federal Voting Assistance Program's Electronic Voting Support Wizard (EVSZ) project, and was one of a handful of states that included all local jurisdictions in the program. The Secretary of State worked with the vendor who was the successful bidder for the project for Montana, Konnech Inc., to develop Montana's EVSZ; a model that was calculated by FVAP to have the highest usage rate among participating states.

Planning for the 2012 election cycle, Montana has the advantage of being able to analyze the successes and failures of the 2010 program, and to build a better product for even better results for 2012.

The Secretary of State has been working since completion of the 2010 general election to strengthen the electronic ballot marking tool to address the following main areas:

- Security of the elector's provided personal identification number
- Seamless access to and preparation of voter registration materials
- Accurate ballot access for new/updated registrants
- Electronic ballot access for primary election as well as general election
- Defined tracking of types of users for utilization in the national research effort
- Outreach to UOCAVA voters regarding availability of services, including the electronic absentee system

These efforts will not only benefit absent military voters, their families and overseas citizens, but will also benefit the national research effort by providing more detailed data on each type of user, as well as data on the trend for voter registration and successful ballot transmission for UOCAVA voters.

Montana's tradition of high voter participation for UOCAVA voters, combined with additional outreach and access efforts during the 2012 election cycle made possible with funding from the FVAP grant program, will help Montana to again be at the forefront for participation and satisfaction for all eligible UOCAVA voters. A voter who utilized Montana's 2010 Wizard said it best, summing up the affect the Wizard had on his right to vote:

*"Hi Diane,*

*The voting system itself was easy to use and greatly appreciated. Last time I was in Iraq I didn't even try to vote, with this system I will everytime..... I would recommend it for all needing a absentee ballot. Mattingly, Joseph"*

## TECHNICAL APPROACH

Montana's technical approach is detailed below and includes descriptions of the goals of the Secretary of State that meet the Federal Voting Assistance Program's grant objectives to assist UOCAVA voters.

### Goals and Objectives

#### *Goal No. 1*

To improve the UOCAVA voter experience in Montana through the development of a successful, sustainable and affordable Electronic Absentee System (EAS). This goal was partially met in 2010 with the Ballot Marking Wizard established in conjunction with the FVAP and Konnech, Inc. Enhancements to the 2010 service will further improve those voting opportunities.

- **Successful:** Montana's 2010 absentee service was calculated by FVAP to have the highest usage rate among participating states. Montana can build on that success by implementing the enhancements described in this proposal.
- **Sustainable:** Montana's Electronic Absentee Service will be sustainable because of the Montana Secretary of State's commitment to researching and providing new and innovative approaches to making voting more efficient and accessible for voters covered under UOCAVA. Sustainability funding will be provided by remaining funds in Montana's Help America Vote Act fund, office funds, and Federal Voting Assistance Grant funds.
- **Affordable:** Montana plans to partner with Konnech, Inc. to build the 2010 service, utilizing a 2010 FVAP grant opportunity. Between Konnech, Inc. and the Montana Secretary of State, resources in the form of personnel and time have been allocated to developing the necessary enhancements to the service for 2012. Technology that was developed for another service, the Google Voting Information Project is used to match a voter with the correct precinct specific ballot, drastically reducing development costs. Affordability for 2012 is accomplished by having the core processes and infrastructure already in place. Ongoing support and maintenance of the service is accomplished through funds remaining in Montana's Help America Vote Act account, as well as potential current and future grant opportunities and office funds.

#### *Goal No. 2*

The goal to reduce the failure rates for UOCAVA voters is the main focus of the enhancements proposed by Montana. By assessing the successes and failures of the 2010 service, Montana is able to envision a more streamlined and efficient service for 2012 that solves a number of problems identified including voter registration, security, tracking, and reporting.

### Absentee Voting Failure Rates by Stage

Stage	2006	2008	2010	2012 (Projection)
Voter Registration	Not Available	Not Available	50%*	4%
Absentee Ballot Request	Not Available	Not Available	Not Tracked	0%
Blank Absentee Ballot Delivery	37%	11%	7%	5%
Absentee Ballot Marking	Not Available	Not Available	0%	0%
Absentee Ballot Tabulation	12%	7%	4%	2%
Absentee Ballot Return Verification	Not Available	Not Available	0%	0%

\*Percentage of those attempting to access the Wizard who were unable to access because of apparent registration problems.

#### Goal No. 3

Improved services to Montana’s UOCAVA voters has been a goal of the state as far back as 1991 when legislation was first passed authorizing the use of electronic tools for UOCAVA voters. Services have continually improved over the years, and the successful 2010 ballot marking wizard service was undeniably a huge improvement over previous attempts to streamline the electronic transfer of ballots and other election materials. Montana’s Electronic Absentee System is being developed by focusing on eliminating the barriers surrounding the current UOCAVA voting process. Understanding that many UOCAVA voters are not able to print, sign and return their materials and ballot, Montana developed a system focusing on an entirely electronic process. Designed as a “one stop” process the Electronic Absentee System seamlessly prepares all required materials for UOCAVA voters to mark and return their ballot in one sitting.

Montana’s electronic absentee service will again utilize technology created for the Google Voting Information Project that associates each UOCAVA voter with their specific ballot. Using the VIP (Voting Information Project) data to determine a registering voter’s correct ballot is the system’s key technical component. UOCAVA eligible voters using the system to register to vote and access their ballot would otherwise need to have their registration processed by the county election office to determine their correct ballot. Requiring this additional registration process often proved to be a burden for UOCAVA voters in 2010. Using the VIP data allows the system to eliminate the additional registration process and assigns the voter a ballot using the address supplied by the voter. This “one stop” system is a valuable benefit for Montana’s UOCAVA voters and for county election offices.

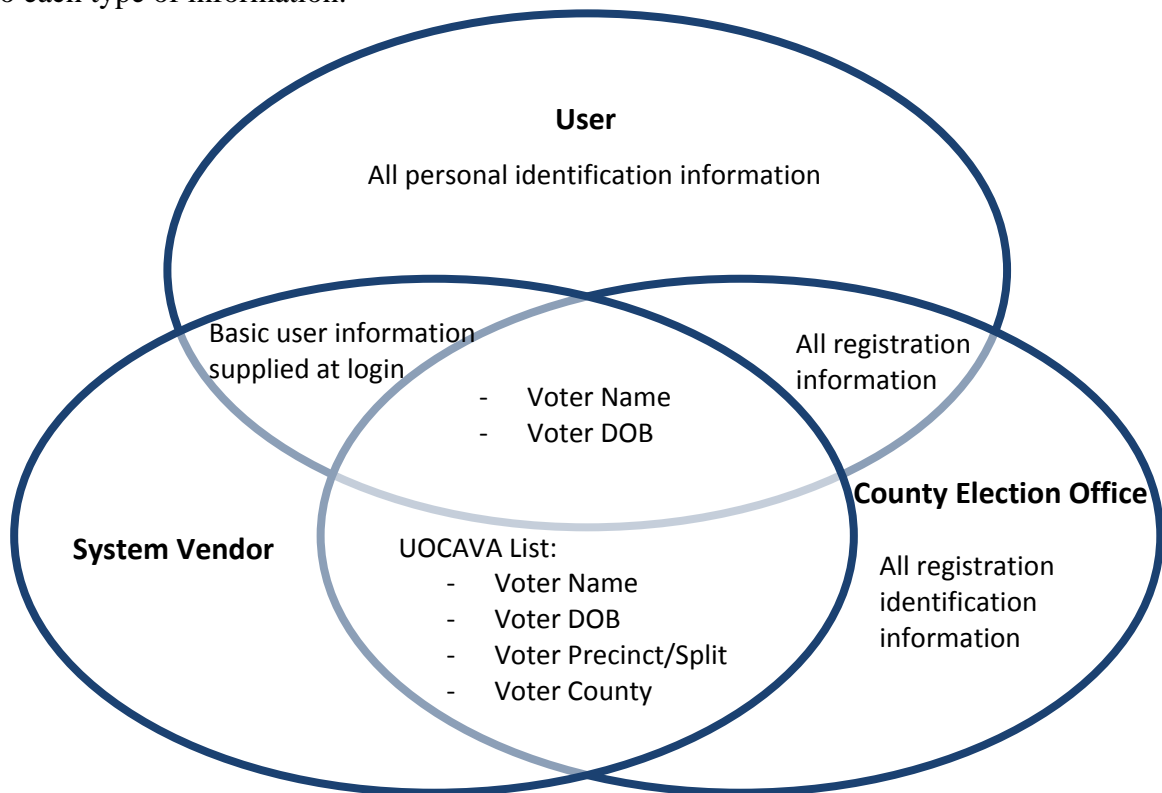
Additionally, Montana’s vision for expanded and more detailed tracking and reporting will help in the national research effort to develop new technologies and best practices.

#### Goal No. 4

Montana’s goal to protect personal identifying information and transmitted ballot information is accomplished by not allowing the electronic absentee service to retain data containing personal identification numbers provided by the user, or voted ballot information. The user must print or save the voted ballot file. Users are also provided with instructions and warnings for using shared or public computers.

UOCAVA voters are able to completely prepare and submit registration and ballot materials electronically because county election offices are able to verify and confirm the voter through personal identifiers, such as a Montana driver’s license or last four of the Social Security Number, supplied by the user. When voters submit materials and ballot prepared electronically, the identification numbers are substituted in place of the signature, and serve as an additional security measure to ensure the integrity of the process.

The following diagram displays the correlation between personal information and the party with access to each type of information.



To eliminate security concerns and any possibility for fraudulent registrations and/or ballots, the vendor is not provided with UOCAVA voter personal identification numbers used by the county to confirm the voter’s identity.

Additional security measures include authorizing the voter to prepare only one ballot. Attempts to prepare more than one ballot are blocked and users are directed to contact their county election office for further assistance. The system is also developed to not record or store ballot selections and personal identification numbers. All documents containing personal identification numbers and ballot selections must be saved and returned by the voter. Once electronic absentee service materials are received by local election offices they are processed and secured according to state law and Administrative Rule.

Paralleling the grant requirement, the absentee system is not allowed to transmit voted ballots although the user may seamlessly transmit their ballot materials via personal email.

Technical security measures in place to safeguard the system are detailed in the security plan below:

#### SERVER SECURITY

PollChief® servers are kept in a leased cabinet in a telecomm datacenter located in Lansing, MI with equally secured backups in Okemos, Michigan, or Los Angeles, California.

Secure Facility

Double hulled datacenter core

Manned 24 X 7 X 365

Biometric security scanner

IPTV camera system with full recording

Secured entrances from lobby

24 X 7 collocation access

Large redundant Internet backbones including AT&T, Level 3 & UUnet

Data Center Core

Phase I = 5K sq ft, Phase II = 10K sq ft

Double walled & roofed exterior & interior

Primary power

Backup generator

Redundant battery array

Redundant backbone Internet connections

#### WEBSITE SECURITY

Konnech uses Hypertext Transfer Protocol Secure. Hypertext Transfer Protocol Secure (HTTPS) is a combination of the Hypertext Transfer Protocol with the SSL/TLS protocol to provide encryption and secure (website security testing) identification of the server. HTTPS connections are often used for payment transactions on the World Wide Web and for sensitive transactions in corporate information systems. Your web site will be secured using industry-standard 128-bit encryption or higher. In addition, the data transferred through the SSL/TLS secured layer is encrypted. The encryption meets the Federal Information Processing Standards (FIPS).

#### DATA SECURITY

Konnech ensures that data is kept safe from corruption and that access to it is suitably controlled. Thus our security policies help to ensure privacy. There are multi-level roles for system access, strong password protection for web access, and 5 minute (or other interval selected) time out for idle users. The data is encrypted while sent through SSL/TLS and resident in the SQL database. All cryptographic functionality is implemented using (National Institute of Standards and Technology) NIST-approved cryptographic algorithms/schemas, which is in compliance with the FIPS certificates.

#### OPERATIONAL SECURITY

Konnech has a well-defined architecture (or algorithm) set in place. For example, we only allow certain IP address to access certain data points. Konnech establishes a firewall between testing data and actual data. Thus, our programmers and testers cannot view or alter the actual data of the voters except the authorized personnel within Konnech.

Sometimes, programming mistakes, such as buffer overflows, can affect the security of a database. We pay close attention to operator issues; we utilize strong passwords on routers and workstations, we guard against the accidental disclosure of a shared key and we restrict forwarding of configurations to ensure they are not sent to un-trusted third parties.

#### PLAN TO PREVENT INTRUSION AND CAPTURE INTRUSION DATA

Konnech has always been hyper-alert to the needs of security for sensitive data. We have chosen to establish a policy and set of procedures that prepare our organization to both prevent and to detect signs of intrusion, building the right policies and procedures for hardware and software selection, installation, maintenance and support, for the selection of a secured datacenter and for the recruiting and training of the related personnel.

1. Identify and enable system and network logging mechanisms.

Our procedures require secured data logs; the logged data is secured, monitored and studied. The plans for dealing with intrusions are updated and tested.

2. Identify and install tools that aid in detecting signs of intrusion.

We use only Cisco routers and firewalls. Managed switches are used on all servers. Symantec Anti-Virus, Internet security, and anti-spyware programs are used for all servers. Microsoft Systems Center Manager is used to show the state, health and performance information as well as alerts generated by availability, performance, configuration or security situations/criteria, so we can gain rapid insight into the state of the IT environment, and the IT services running across different systems and workloads.

3. Generate information to verify the integrity of the systems and data.

- a. Our programs monitor the full inventory of our hardware assets, and maintain an authoritative copy of all critical files and directories.
- b. The programs capture and characterize expected processes and user behavior and trigger an instant alert when unexpected incidents occur. This ensures that only authorized users and system functions occur.
- c. To protect our system inventory and ensure the integrity of our reference data, we keep authoritative copies of files and checksums on write-protected or read only media stored in a physically secure location.
- d. Furthermore, we maintain paper copies of critical files in the event we are unable to recover uncorrupted electronic versions.

4. To prepare for the worst situation, Konnech provides redundant data and systems. This protects the voters even if the primary system should totally fail. Our clients are protected by a backup URL with a totally separated domain hosting, data network, and data hosting channel with a sync database.

5. Konnech is constantly vigilant for new security procedures and products. We keep our minds open to new ideas and suggestions based on changing network environments, new project requirements and users profiles.



## **Electronic Absentee System Technical Process Description**

1. UOCAVA voters using the Electronic Absentee System (EAS) are able to prepare and submit their materials in several easy steps. A voter using the EAS must first affirm they are an absentee voter covered under UOCAVA and answer a series of closed ended questions designed to determine the type of user. These questions tailor materials for the qualified users and direct non-eligible UOCAVA voters to appropriate resources.
2. The next step requires the user to provide personal identification information. The system uses the information provided by the user to prefill the return cover sheet and FPCA (when applicable). Eligible UOCAVA users not registered to vote or who have not updated their voter registration status as a UOCAVA covered voter are provided with a prefilled Federal Post Card Application (FPCA) to be submitted with their ballot. Additionally, each qualified voter who uses the service for the primary election will be provided with a prefilled FPCA. A voter who does not use the service for the primary election, will be provided with a prefilled FPCA for the general election.
3. Once users confirm that their personal information is correct on the prefilled forms the user is provided with their ballot depending on their voter registration status. Users with a current UOCAVA status are matched to their correct ballot by the name and date of birth provided in step #2. Users that are registering for the first time, or are updating their voter registration are provided a ballot based on the physical address provided by the user. The system identifies the correct ballot by using the address range associated with each ballot in the VIP data. After marking the ballot, the system provides the user with three options (email, fax, and standard mail) to return their ballot and forms.
4. Users choosing to return their ballot by email are provided a non-editable PDF that can be saved and returned as an attachment by the user from their personal email account. Fax and standard mail return options are provided the same non-editable PDF that can be printed or saved and printed for return at a later time. Users choosing to return their materials by fax are provided a prefilled fax cover sheet and users selecting the standard mail return option are provided with a preaddressed election mail envelope template. This envelope can be sent postage paid when mailed using the U.S. Postal System.
5. Upon creation of the ballot PDF, the system sends a ballot generation notification with ballot tracking and county contact information to the email address provided by the voter. In addition to notifying the voter, the system also sends an email notification to the election office with the voter's contact information. These notifications serve an instrumental role if contact needs to be made to resolve questions.
6. The EAS seamless voter registration and update capability automatically provides UOCAVA eligible voters with the forms necessary to confirm their UOCAVA eligibility. Combining the ballot and registration process eliminates the concern that the additional process will be a burden often left uncompleted; similar to what was encountered when using the 2010 ballot marking wizard.

7. Another system safeguard rests with the county election office as they register or update the applicant's voter registration. After a voter's registration is processed, the county election office will be able to determine if the ballot style issued based on the VIP feed is correct. If the correct ballot was issued by the VIP the county duplicates the EAS ballot onto the official ballot to be tabulated with all other ballots, pursuant to a secure process outlined in Montana law and Administrative Rule. In the rare case that the county encounters registration problems or determines the voter should have been issued a different ballot, the county will have the voter's most recent contact information. UOCAVA voters are also able to check the status of their registration and absentee ballot by using Montana's public online portal "My Voter Page."

## **Schedule and Milestones**

The following is an outline of the proposed timeline and progress milestones:

### *July – September 2011*

Pending grant award, enter into formal agreement with system vendor (Konnech Inc.) and submit detailed Electronic Absentee System requirements. Finalize system enhancements and begin programming.

### *October – December 2011*

Continue working closely with vendor during programing and testing.

### *January – February 2012*

Begin system quality acceptance testing and site optimization. Create training and outreach documentation.

### *March – April 2012*

Conduct primary election test run and final system acceptance. Finalize training and outreach materials. Go live with system no later than April 20<sup>th</sup> 2012. Begin outreach efforts immediately after system goes live. State determines system effectiveness by monitoring daily activity.

### *May – June 2012*

State continues to monitor system activity daily and work with county, system vendor and voter to resolve any problems. System is taken offline when polls close. State and vendor create analysis and use reports. Progress is measured and evaluated against planned milestones and usage rates. State reports findings and recommendations to FVAP.

### *July – August 2012*

Review primary election system performance with vendor and determine the need for any functionality changes. Analyze impact of outreach efforts and compare usage results with previous findings. Implement system changes for general election.

### *September – October 2012*

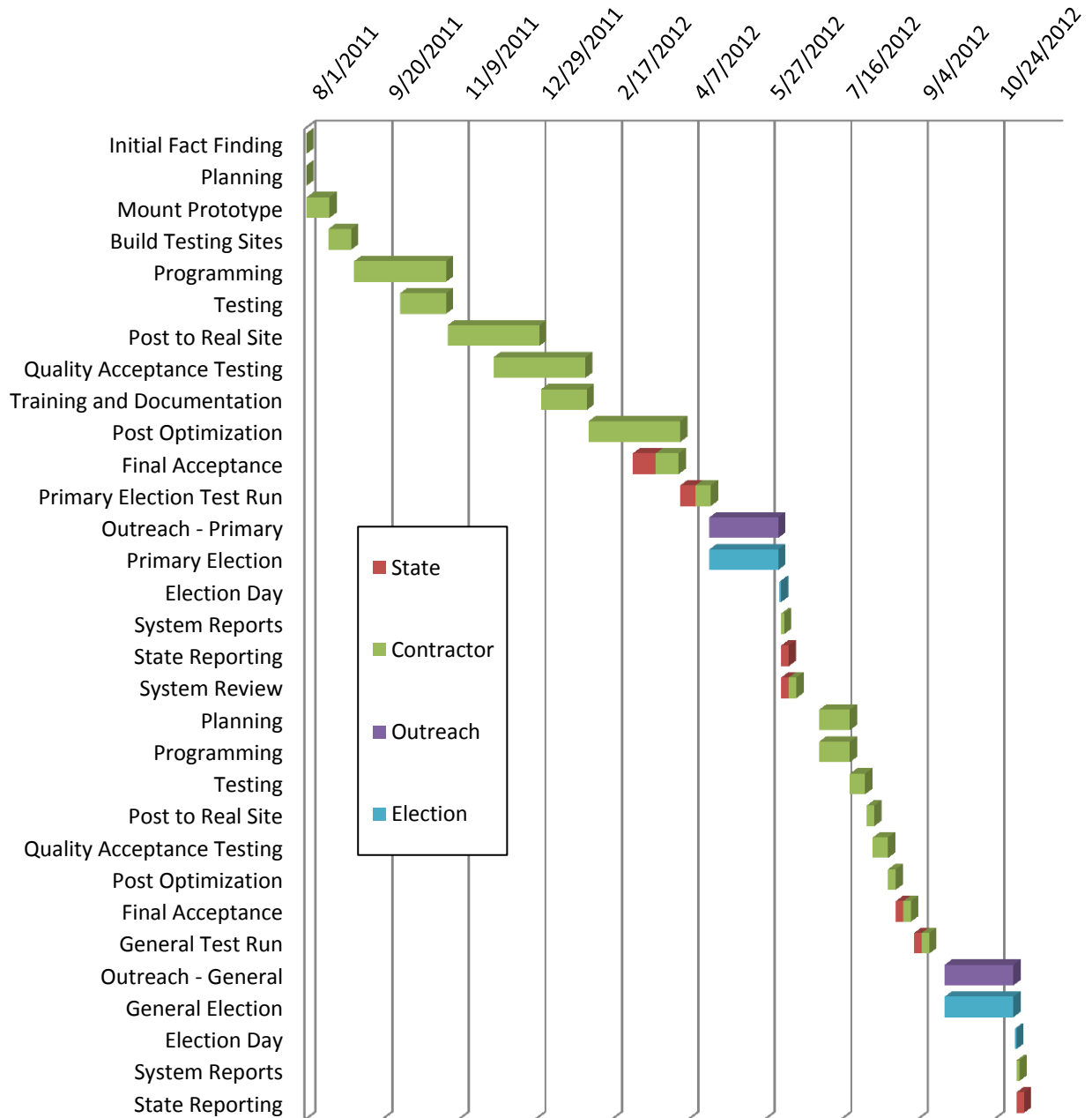
Conduct general election test run and final system acceptance. Finalize training and outreach materials. Disseminate county training materials and follow-up with questions. Go live no later than September 21<sup>st</sup>, 2012. Begin outreach efforts immediately after system goes live. State monitors system activity daily and immediately resolves issues.

*November – December 2012*

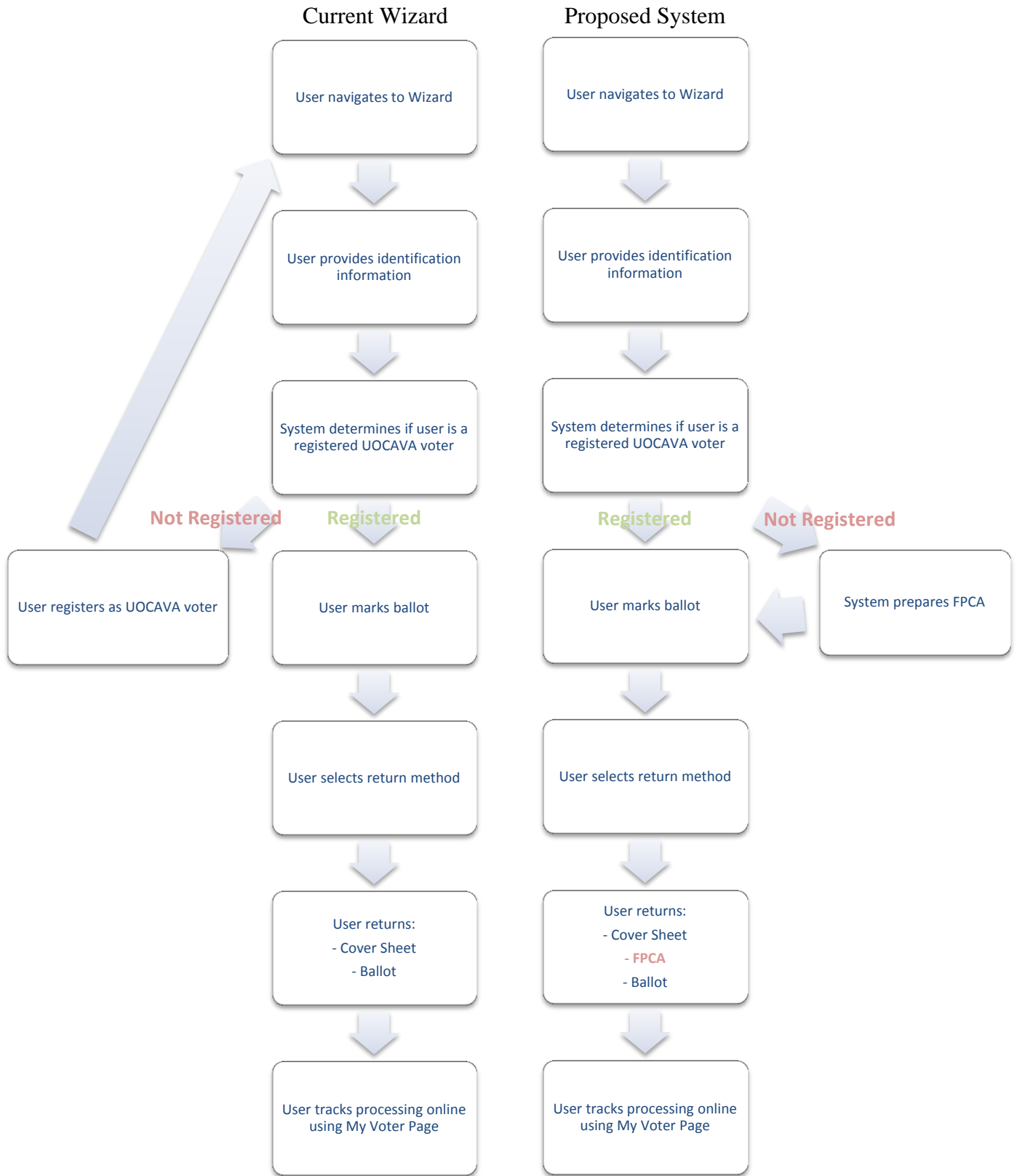
State continues to monitor system activity daily and work with county, system vendor and voter to resolve any problems. System is taken offline when polls close. State and vendor create analysis and use reports. State analyzes impact of outreach efforts and compares usage results with previous findings. System is evaluated for effectiveness and whether program milestones were met. State prepares and submits final reports to FVAP.

The following are key milestones for system development and implementation.

**2012 Montana Electronic Absentee System Milestones**



The following is a side by side comparison of the current and proposed processes.



## **Reports**

The following describes the administrative and technical reports that will be prepared.

### Programmatic and Financial Progress Reports

- Before Launch (Weekly)
  - Current Subject of Design and Program
  - Current Difficulties and Successes
  - Testing Results
- After Launch (Weekly)
  - Traffic Analytics-daily and to date
    - site usage
    - bounce rate
    - page views
    - direct traffic
    - referring sites
    - countries (name & number and percentage of users)
    - search engines
    - pages per visit
    - average time on site
    - new visits,
    - unique page views
    - average time on page
    - exit percentage
- Error Reports (within 24 hours of occurrence)
- Financial Reports (Monthly)
  - Costs Incurred and Expended
- Ongoing Reports
  - 2014 – 2020 Federal Election Cycle reports will be reported on the same schedule as the 2012 cycle. Future reports will include the same information and additional information as necessary.

### Data Collection Points Reports

List of data and date of collection: (relative to primary and general elections)

- VIP Feed – ASAP
- County ballot splits – as necessary
- 46 days before – list of UOCAVA Voters
- 45 days before – list of UOCAVA Voters
- Daily (45 thru Election Day) – list of UOCAVA Voters each day
- Daily (45 thru Election Day) – weekly and when necessary usage rates
- Day after Election Day – wizard statistics

## Final Reports

### Progress Reports

- Performance Reports (Annually)
  - Performance indicators measuring achievements
  - Success and failure rates
  - Return on Investment rates
- Financial (Annually)
  - Detailed financial cash flow and activities

The system will display statistics and reports after primary and general elections:

- UOCAVA voters on list
- Login statistics (successful and failed attempts and reason)
- User type (uniformed, civilian, spouse or family)
- User location (domestic, and overseas)
- Completed and uncompleted forms (ballots and FPCAs)
- Return methods used (email, fax and standard mail)
- Anonymous Satisfaction survey responses
  - First-time users
  - Ease of use ranking
  - Preference for continued online availability
  - Comments
- Traffic analytics

## **Management Approach**

Montana's management approach is detailed below and includes descriptions of the goals of the Secretary of State that meet the Federal Voting Assistance Program's grant objectives to assist UOCAVA voters.

### **Strategic Goals and Methodology**

#### *Goal No. 1*

By enhancing the 2010 ballot marking wizard to include outreach to potential voters, a seamless voter registration process, improved security measures, and more detailed tracking and reporting capabilities, the voting experience for Montana voters protected by UOCAVA will be efficient, successful and sustainable. Sustainability is possible primarily due to the Montana Secretary of State's commitment to researching and providing new and innovative approaches to making voting more efficient and accessible for voters covered under UOCAVA. Financial sustainability will be accomplished utilizing funds remaining in Montana's Help America Vote Act fund, office funds, and current and future FVAP grant opportunities.

#### *Goal No. 2*

Outreach efforts to inform and educate Montana UOCAVA voters, along with the streamlined access to and preparation of voter registration materials, will help to increase the percentage of ballots successfully returned to reach or exceed the percentage of ballots successfully returned by the general voting population.

#### *Goal No. 3*

By including access to and preparation of voter registration materials as a seamless part of the application and voting process, the failure rate UOCAVA voters may experience is predicted to drastically decrease. It was Montana's experience that voter registration issues contributed the vast majority of the failures experienced in 2010. Combined with Montana's availability of election day registration for UOCAVA voters, it is our hope that voter registration problems will be minimal and will be reduced to the equivalent, or less than the equivalent, of the level of the general voting population failure rate. Further, by providing access through the Electronic Absentee Service of a primary election ballot, participation by UOCAVA voters in primary elections should increase.

#### *Goal No. 4*

Montana's goal to develop and maintain a pipeline of ideas, techniques and best practices for UOCAVA voters is best demonstrated by our utilization of the nationally recognized Google "Voting Information Project" data to assign the correct precinct-level ballot for each user.

### **Financial Management**

Financial management of Montana's 2012 and future Electronic Absentee System will be handled by the Chief Fiscal Officer for the Secretary of State. Funding for ongoing expenses of the System such as annual support and maintenance is anticipated to come from potential successful grant opportunities presented by the Federal Voting Assistance Program, as well as remaining funds in Montana's HAVA account and from office funds.

## Analysis and Measurement of Current Processes and Identification of Related Elements

<b>Current Process Analysis</b>	
Outreach	<p>Outreach to user(s) after a voter logs on, after download of ballot, after transmission of ballot, or if there is a problem.</p> <p>Outreach to election officials after a voter downloads a ballot or if there is a problem.</p>
Registration	Directs the user to the FVAP or SOS website for registration if not already registered.
Accessing and Marking Ballot	<p>Automatic access to precinct specific ballot for general election, after the voter self-affirms their eligibility under UOCAVA.</p> <p>Precinct specific ballot identical to paper ballot is displayed for on-line marking – marking of ballot is similar to a general voter’s marking process.</p>
Security Provisions	No personal identification numbers or ballot selections are retained by the Wizard.
Transmission of Voted Ballot	Voted ballot can be returned via regular mail (envelope template included); via facsimile or email. Voted ballot cannot be retained or transmitted by service.
Tracking and Reporting	Reports include traffic analytics including traffic sources, pages viewed, average time on site, bounce rate, voter location by country.

<b>Current Process Measurement</b>	
Outreach	Not measured in 2010.
Registration	50% of the 2010 Wizard users were required to update their voter registration status to indicate a current UOCAVA status before returning to the Wizard to complete their ballot. 21% of these voters updated their status and returned to complete their ballot. This translates into a need to address registration availability.
Accessing and Marking Ballot	<p>63% of the 2010 Wizard users were able to access and mark their ballot.</p> <p>No access to a primary election ballot via the wizard in 2010 significantly impacted access to the 2010 primary election for UOCAVA voters.</p>
Security Provisions	Not measured in 2010, but a post-election assessment revealed a need to confirm the user was issued the correct ballot.
Transmission of Voted Ballot	<p>93% percent of ballots generated by the 2010 Wizard were successfully received at the county election office indicating allowing the user to return the ballot by three different options greatly enhances the user’s ability to transmit the ballot in a convenient and timely manner.</p> <p>95% percent of users transmitting a ballot used email transmission method indicating that the convenience of email was well received.</p>
Tracking and Reporting	A post-election assessment revealed the need to track the type of user and the reason for failure.



## Identification of potential risks and mitigating strategies

Potential Risk	Mitigating Strategy
Website Security	Use of Hypertext Transfer Protocol Secure to provide encryption and secure identification of the server. Industry standard 128-bit encryption or higher, plus data transferred through the SSL/TLS secured layer is encrypted. Encryption meets the Federal Information Processing Standards.
Data Security	Utilizing multi-level roles for system access, strong password protection for web access and five-minute time-out for idle users. Data is encrypted while sent through SSL/TLS and while resident in the SQL database. Encryption using NIST-approved cryptographic algorithms, in compliance with FIPS certificates.
Operational Security	Use of a well-defined algorithm, including allowing only certain IP addresses to access certain data points, establishing a firewall between testing and live data, and restricting forwarding of configurations to ensure they are not sent to un-trusted third parties.
Voted Ballot Security	System will not retain voted ballot information. User will print or save their ballot and receive instructions, warnings and best practices for handling their electronic document.
Non-Successful Ballot Transmission	Availability of three options for ballot transmission: Facsimile, regular mail, and email.

## Formalization of Performance Indicators for Each Process

Performance Indicators	
Outreach	Number of potential UOCAVA voters reached based on those that access the system, compared to an analysis of the 2010 service.
Registration	Success rate of users logging on and completing process, compared to an analysis of the 2010 service.  Number of new and/or updated registrations via system activity.
Accessing and Marking Ballot	Success rate of users logging on and completing process, compared to success rate of the 2010 service.  Success of primary election users compared to total primary election UOCAVA participants in previous elections.
Security Provisions	No breach of security based on web and data monitoring.
Transmission of Voted Ballot	Success rate of users logging on versus successful transmissions of voted ballot.
Tracking and Reporting	Successful retrieval of necessary and useful data that assists national research on new technologies and best practices.

## Justification for the Modification to the Existing Processes and Projection of Effectiveness

<b>Justification and Projection of Effectiveness</b>	
Outreach	<p>Outreach in the form of education and a notification is projected to increase participation by UOCAVA voters, one of the goals of the enhanced Electronic Absentee Service.</p> <p>Projected to increase participation by at least 7%, making it on par with participation by general absentee voting population.</p>
Registration	<p>A seamless registration process will reduce the error rate, thereby increasing successful ballot transmission.</p> <p>A post-election assessment indicated that in 2010 voter registration issues was the number one factor in the error rate.</p> <p>Projected to decrease error rate by 46%.</p>
Accessing and Marking Ballot	<p>Addition of a primary election ballot will increase participation by UOCAVA voters in Montana's important primary election. One stop service of including registration materials will decrease non-completion rate.</p>
Security Provisions	<p>Error rate indicates a need to be able to more accurately match a user to an existing voter record.</p> <p>Projected to decrease error rate by 4%.</p>
Transmission of Voted Ballot	<p>No modification of the existing process anticipated.</p>
Tracking and Reporting	<p>Contributing to national research on new technologies and best practices will be possible with enhanced tracking and reporting capabilities.</p> <p>Projected to increase effectiveness of national research by utilizing specific and exact data not available in the 2010 model.</p>

### Performance Measurement

- Increased participation – measuring participation from past election cycles, and especially from 2008, with participation in 2012.
- Increased access and decreased user error rate – comparing the error rates from 2012 with the error rates from 2010.
- Security – comparing the error rates from 2012 with the error rates from 2010.
- Tracking and Reporting – performance will be measured by the usefulness and exactness of data being tracked and by the usefulness of the enhanced reporting capabilities.

<b>Percentage of Voter Turnout</b>	<b>2008</b>	<b>2010</b>	<b>2012 – Measured Projection</b>
<b>UOCAVA Voters</b>	67%	40%	74% (at least 7% increase from 2008)
<b>General Population Voters</b>	74%	56%	74% (no increase from 2008)

## Collaborations

Montana's collaborative efforts will involve working closely with, and seeking ideas and input from the following entities:

- The Federal Voting Assistance Program
- The Montana National Guard
- Montana Army, Navy, Air Force, and Reserve units, through commanders and contact established during the 2010 Wizard process
- Montana's 56 county election administrators
- The Montana Election and Technology Advisory Council
- A consortium of states with the same ballot creation vendor, including North and South Dakota

## Contractors

- Konnech Inc.
  - Eugene Yu
  - Laura Potter

## Current and Pending Project Proposal Submissions

- Montana is not involved in any complimentary proposals, current or pending

## Key Personnel

- Linda McCulloch, Montana Secretary of State
- Lisa Kimmet, Montana Deputy Secretary of State for Elections
- ~~Justus Wendland~~, Montana Help America Vote Act and Military Voting Specialist
- ~~Katherine Dalton~~, Secretary of State Chief Fiscal Officer
- Terri Knapp, Secretary of State Communications Director
- Mark VanAlstyne, Secretary of State IT Manager

Casey Sjolund  
Brandi Pearson

## Key Personnel Qualifications

- Linda McCulloch, Montana Secretary of State – Secretary McCulloch is the elected Secretary of State, serving the third year of a 4-year term. McCulloch was previously the elected State Superintendent of Public Instruction (8 years) and an elected state legislator (6 years).
- Lisa Kimmet, Montana Deputy Secretary of State for Elections – Kimmet has been in the election administration field for 23.5 years, having served as an elected county clerk and recorder/election administrator for 19 years, and serving as Montana's election deputy for 3.5 years.
- ~~Justus Wendland, Help America Vote Act and Military Voting Specialist – Wendland has worked in the Secretary of State's elections division since 2001, starting as a high school student intern. Wendland has served as Montana's Help America Vote Act Specialist for 3.5 years and as the Military Voting Specialist since 2010.~~
- ~~Katherine Dalton, Chief Fiscal Officer – Dalton has been chief fiscal officer for the Secretary of State for the past 2 years, and formerly served as a financial officer for the Montana Department of Justice for 6 years.~~

- Terri Knapp, Communications Director – Knapp has been the Secretary of State’s communications director for 3 years, and previously served as the communications director for the state superintendent of public instruction.
- Mark VanAlstyne, IT Manager – VanAlstyne has served as the IT Manager for the Secretary of State since 2006. VanAlstyne has 23 years of experience in IT management, and previously worked in the IT department for the Montana Department of Justice.

## BUDGET PROPOSAL

Anticipated costs are listed, justified and described in each cost category below. The proposed system enhancements are evaluated by estimated cost and effectiveness in the following tables. The first table ranks the proposed enhancements by importance and expected cost. The second table determines the effectiveness by ballot cost for historical and ongoing efforts.

Rank	2012 Enhancement Description	Cost (estimate)
1	Seamless Voter Registration	\$ 40,000
2	Primary Ballot Selection	\$ 30,000
3	User Identification and Tracking	\$ 20,000
4	Minor Changes	\$ 5,000
5	Outreach Efforts	\$ 5,000

The cost-benefit table calculates historical and ongoing numbers for UOCAVA registrations, absentee ballot transmissions, and turnout on a per ballot cost basis. Montana has not previously tracked UOCAVA information requests but will be able to do so with enhancements to the 2010 absentee ballot service through outreach and education efforts.

	Federal Election Cycle						
	2008	2010	2012	2014	2016	2018	2020
Approximate Initial/Ongoing Cost	\$0.00	\$50,000	\$100,000	\$30,000	\$30,000	\$30,000	\$30,000
<b>Expected Additional Participation*</b>							
Total Registrants/Sent Ballots (all)	5,385	3,841	6,000	4,500	6,750	5,250	7,500
Additional Registrations (EAS)		152	1,000	500	2,000	500	2,500
Undeliverable Ballots** (non EAS)	582	358	176	125	150	125	150
Undeliverable Ballots (EAS)		0	0	0	0	0	0
Returned Ballots (non EAS)	3638	1534	4,615	2,831	5,463	3,304	6,221
Returned Ballots (EAS)		142	750	305	1,580	305	2,025
Rejected UOCAVA Ballots (non EAS)	247	58	175	131	198	154	221
Rejected UOCAVA Ballots (EAS)		0	10	5	20	5	25
Counted Ballots (all)	3,391	1,619	2,590	3,000	6,825	3,450	8,000
Total UOCAVA Turnout	63%	38%	74%	60%	78%	60%	80%
Additional Information Requests	Not Tracked	Not Tracked	50	25	100	25	125
Estimated Cost Per Successful Ballot	n/a	\$352.11	\$135.14	\$100.00	\$19.23	\$100.00	\$15.00

\*Projections are based on the type of Federal Election (e.g.: Presidential/Congressional)

\*\*Projections are based on law change effective 1/1/2012 eliminating the automatic mailing of ballots for two Federal Election cycles after the initial application; as well as on increased use of enhanced absentee service

## Itemized Budget

Below is Montana's Electronic Absentee System budget by designated cost category.

<b>Budget Items</b>	
a) Direct Labor	\$ 28,267.00
b) Administrative and Clerical Labor	\$ -
c) Fringe Benefits and Indirect Costs	\$ -
d) Travel	\$ -
e) Subcontracts	\$ *191,760.00
f) Consultants	\$ -
g) Materials and Supplies	\$ -
h) Other Direct Costs	\$ -
<b>Total</b>	<b>\$ 220,027.00</b>

\*Includes \$30,000 per year for annual support and maintenance costs through 2020 (when Montana estimates it can take over the service). These are costs that Montana can sustain if not awarded in the grant.

## Direct Labor

For the enhancement and implementation of the 2012 Montana Ballot Marking Wizard the Secretary of State will assign the HAVA Specialist as the point of contact. The HAVA Specialist played a key role in the development and implementation the 2010 wizard and brings an established knowledge of the system and effective working relationship with the system's vendor. An information technology specialist will work with the system vendor to provide and upload statewide voter database and Voting Information Project data. The following table estimates the time and rate applicable for the 2012 system.

<b>Direct Labor Details</b>	
a) HAVA Specialist	
2011 - 400 hours * \$17.71 =	\$ 7,084.00
2012 - 800 hours * \$17.71 =	\$ 14,168.40
	<u>\$ 21,252.00</u>
b) IT Specialist	
2012 - 305 hours * \$23.00=	\$ 7,015.00
Total	<u><u>\$ 28,267.00</u></u>

## Administrative and Clerical Labor

No administrative and clerical labor is planned.

## Fringe Benefits and Indirect Costs

No fringe benefits and indirect labor costs are planned.

## Travel

No travel is expected.

**Subcontracts/sub awards**

It is anticipated that Konnech, Inc. will be contracted to develop Montana’s Electronic Absentee System for the 2012 election cycle. Detailed in the contract, Konnech will develop enhancements to Montana’s current ballot marking wizard. Konnech will also host and provide technical support for the Electronic Absentee System during the 2012 and subsequent election cycles. The following Konnech Inc. draft documents are attached:

- Technical Proposal
- Plan of Action
- Itemized Budget

An overview of the contract expenses are detailed in the contract and summarized below.

<b>2012 Proposed Contract</b>		
	Web Hosting Cost for Contract Period Between July 2011 to Jan 2013	\$ 15,700.00
	Additional Programming Cost for Approved Change Requests (300 engineer hours)	\$ 26,400.00
	Internal Testing, Acceptance Testing	\$ 8,800.00
	Training and Documentation	\$ 6,160.00
	Technical Support and Service	\$ 14,400.00
	<b>Total</b>	<b>\$ 71,760.00</b>

Ongoing support and maintenance for the Electronic Absentee System is estimated as follows. This funding is requested to assist the State to develop sustainability. However, Montana is able to sustain the ongoing support and maintenance costs if not awarded in the grant. Montana’s system vendor projects the following estimates to account for ongoing enhancements, hosting and maintenance and support of the application.

<b>Ongoing Support Contract Estimate</b>		
	2014 Federal Election Cycle	\$ 30,000.00
	2016 Federal Election Cycle	\$ 30,000.00
	2018 Federal Election Cycle	\$ 30,000.00
	2020 Federal Election Cycle	\$ 30,000.00
	<b>Total</b>	<b>\$120,000.00</b>

**Consultants**

Montana will not be utilizing consulting resources for the 2012 Electronic Absentee System.

**Materials and Supplies**

Minimal amounts of normal office materials and supplies are anticipated. Insignificant in quantity, this amount has not been calculated.

**Other Direct Costs**

No significant other direct costs are anticipated.