Union Calendar No. 91

110TH CONGRESS 1ST SESSION

H.R.811

[Report No. 110–154]

To amend the Help America Vote Act of 2002 to require a voter-verified permanent paper ballot under title III of such Act, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

February 5, 2007

Mr. Holt (for himself, Mr. Tom Davis of Virginia, Mr. Wexler, Mr. Eman-UEL, Mr. Petri, Mr. Wolf, Mr. Lewis of Georgia, Mr. Langevin, Mr. COOPER, Mrs. Jones of Ohio, Mr. Clay, Mr. Shays, Ms. Kaptur, Mr. English of Pennsylvania, Mr. Hastings of Florida, Mr. Ramstad, Mr. Meek of Florida, Mr. Issa, Mr. Cummings, Mrs. Biggert, Ms. Lee, Mr. Castle, Ms. Kilpatrick of Michigan, Mr. Kuhl of New York, Ms. CORRINE BROWN of Florida, Mr. Mack, Mr. Scott of Virginia, Mr. ABERCROMBIE, Mr. ACKERMAN, Mr. ALLEN, Mr. BECERRA, Ms. BERK-LEY, Mr. BERMAN, Mr. BERRY, Mr. BISHOP of Georgia, Mr. Blumenauer, Mr. Boren, Mr. Boswell, Mr. Boucher, Mr. Boyd of Florida, Mr. Brady of Pennsylvania, Mr. Braley of Iowa, Mr. BUTTERFIELD, Mrs. CAPPS, Mr. CARNAHAN, Mr. CHANDLER, Mr. COHEN, Mr. COSTA, Mr. COSTELLO, Mr. COURTNEY, Mr. CROWLEY, Mr. Davis of Illinois, Mr. Lincoln Davis of Tennessee, Mrs. Davis of California, Mr. DeFazio, Ms. DeGette, Mr. Delahunt, Ms. DeLauro, Mr. Dicks, Mr. Dingell, Mr. Doggett, Mr. Doyle, Mr. Edwards, Mr. Ellison, Mr. Engel, Ms. Eshoo, Mr. Etheridge, Mr. Fattah, Mr. Filner, Mr. Fortuño, Mr. Frank of Massachusetts, Mrs. GILLIBRAND, Mr. GONZALEZ, Mr. GORDON of Tennessee, Mr. GENE Green of Texas, Mr. Grijalva, Mr. Gutierrez, Mr. Hall of New York, Ms. Harman, Ms. Herseth, Mr. Higgins, Mr. Hinchey, Ms. HIRONO, Mr. HODES, Mr. HOLDEN, Mr. HONDA, Ms. HOOLEY, Mr. INS-LEE, Ms. Jackson-Lee of Texas, Mr. Jefferson, Ms. Eddie Bernice Johnson of Texas, Mr. Johnson of Georgia, Mr. Kagen, Mr. Ken-NEDY, Mr. KILDEE, Mr. KIND, Mr. KLEIN of Florida, Mr. KUCINICH, Mr. Lantos, Mr. Larsen of Washington, Mr. Loebsack, Mrs. Lowey, Mrs. McCarthy of New York, Ms. McCollum of Minnesota, Mr. McIn-TYRE, Mr. McNulty, Mrs. Maloney of New York, Mr. Marshall, Mr. MATHESON, Ms. MATSUI, Mr. MELANCON, Mr. MICHAUD, Mr. MILLER of North Carolina, Mr. George Miller of California, Mr. Mitchell, Mr. Mollohan, Mr. Moore of Kansas, Mr. Moran of Virginia, Mr. Patrick J. Murphy of Pennsylvania, Mr. Nadler, Mrs. Napolitano, Ms. Norton, Mr. Oberstar, Mr. Obey, Mr. Olver, Mr. Ortiz, Mr. PALLONE, Mr. PASTOR, Mr. PAYNE, Mr. PETERSON of Minnesota, Mr. PRICE of North Carolina, Mr. REYES, Mr. ROTHMAN, Ms. ROYBAL-AL-LARD, Mr. RUPPERSBERGER, Mr. SALAZAR, Ms. LINDA T. SÁNCHEZ OF California, Ms. Loretta Sanchez of California, Ms. Schakowsky, Mr. Schiff, Ms. Schwartz, Mr. Scott of Georgia, Mr. Serrano, Mr. SHERMAN, Mr. SHULER, Ms. SLAUGHTER, Mr. SMITH of Washington, Ms. Solis, Mr. Spratt, Mr. Stark, Mr. Stupak, Ms. Sutton, Mr. TANNER, Mrs. Tauscher, Mr. Taylor, Mr. Tierney, Mr. Towns, Mr. UDALL of Colorado, Mr. VAN HOLLEN, Mr. WALZ of Minnesota, Ms. Wasserman Schultz, Ms. Waters, Ms. Watson, Mr. Waxman, Mr. WEINER, Ms. WOOLSEY, Mr. WU, Mr. WYNN, and Mr. ALTMIRE) introduced the following bill; which was referred to the Committee on House Administration

May 16, 2007

Additional sponsors: Ms. Bean, Mr. Hare, Mr. Kanjorski, Mr. Tim Murphy of Pennsylvania, Mr. Levin, Ms. Castor, Mr. Bishop of New York, Mr. McDermott, Mr. Walden of Oregon, Mr. Cuellar, Mr. Hinojosa, Mr. Thompson of California, Ms. Zoe Lofgren of California, Ms. Baldwin, Mr. Snyder, Mr. Rangel, Ms. Velázquez, Mr. Farr, Mr. Meehan, Mr. Lipinski, Mr. Wamp, Mr. Gerlach, Mr. Lahood, Mr. Israel, Mr. Davis of Alabama, Mr. Udall of New Mexico, Mr. Cleaver, Mr. Lobiondo, Mr. Rahall, Mr. Murtha, Mr. Rodriguez, Mr. Ross, Mr. Saxton, Ms. Carson, Mr. Sires, Ms. Moore of Wisconsin, Mr. Hill, Mr. Yarmuth, Mr. Barrow, Mr. Sarbanes, Mr. Donnelly, Mrs. Bono, Mr. Al Green of Texas, Mr. Carney, Ms. Giffords, Mr. McGovern, and Mr. Markey

May 16, 2007

Reported with an amendment, committed to the Committee of the Whole
House on the State of the Union, and ordered to be printed
[Strike out all after the enacting clause and insert the part printed in italic]

[For text of introduced bill, see copy of bill as introduced on February 5, 2007]

A BILL

To amend the Help America Vote Act of 2002 to require a voter-verified permanent paper ballot under title III of such Act, and for other purposes.

1	Be it enacted by the Senate and House of Representa-
2	tives of the United States of America in Congress assembled,
3	SECTION 1. SHORT TITLE.
4	This Act may be cited as the "Voter Confidence and
5	Increased Accessibility Act of 2007".
6	SEC. 2. PROMOTING ACCURACY, INTEGRITY, AND SECURITY
7	THROUGH VOTER-VERIFIED PERMANENT
8	PAPER BALLOT.
9	(a) Ballot Verification and Audit Capacity.—
10	(1) In general.—Section 301(a)(2) of the Help
11	America Vote Act of 2002 (42 U.S.C. 15481(a)(2)) is
12	amended to read as follows:
13	"(2) Ballot verification and audit capac-
14	ITY.—
15	"(A) Voter-verified paper ballots.—
16	``(i) Verification.—(I) The voting
17	system shall require the use of or produce
18	an individual, durable, voter-verified paper
19	ballot of the voter's vote that shall be created
20	by or made available for inspection and
21	verification by the voter before the voter's
22	vote is cast and counted. For purposes of
23	this subclause, examples of such a ballot in-
24	clude a paper ballot marked by the voter for
25	the purpose of being counted by hand or

1	read by an optical scanner or other similar
2	device, a paper ballot prepared by the voter
3	to be mailed to an election official (whether
4	from a domestic or overseas location), a
5	paper ballot created through the use of a
6	ballot marking device or system, or a paper
7	ballot produced by a touch screen or other
8	electronic voting machine, so long as in
9	each case the voter is permitted to verify the
10	ballot in a paper form in accordance with
11	this subparagraph.
12	"(II) The voting system shall provide
13	the voter with an opportunity to correct
14	any error made by the system in the voter-
15	verified paper ballot before the permanent
16	voter-verified paper ballot is preserved in
17	accordance with clause (ii).
18	"(III) The voting system shall not pre-
19	serve the voter-verified paper ballots in any
20	manner that makes it possible, at any time
21	after the ballot has been cast, to associate a
22	voter with the record of the voter's vote.
23	"(ii) Preservation.—The individual,
24	durable voter-verified paper ballot produced
25	in accordance with clause (i) shall be used

1	as the official ballot for purposes of any re-
2	count or audit conducted with respect to
3	any election for Federal office in which the
4	voting system is used, and shall be pre-
5	served—
6	"(I) in the case of votes cast at the
7	polling place on the date of the elec-
8	tion, within the polling place in the
9	manner or method in which all other
10	paper ballots are preserved within such
11	polling place on such date; or
12	"(II) in any other case, in a man-
13	ner which is consistent with the man-
14	ner employed by the jurisdiction for
15	preserving such ballots in general.
16	"(iii) Manual audit capacity.—(I)
17	Each paper ballot produced pursuant to
18	clause (i) shall be suitable for a manual
19	audit equivalent to that of a paper ballot
20	voting system, and shall be counted by hand
21	in any recount or audit conducted with re-
22	spect to any election for Federal office.
23	"(II) In the event of any inconsist-
24	encies or irregularities between any elec-
25	tronic vote tallies and the vote tallies deter-

mined by counting by hand the individua	idual,
durable voter-verified paper ballots pro	pro-
duced pursuant to clause (i), and subject	ect to
subparagraph (B), the individual, durab	ırable
voter-verified paper ballots shall be the tru	e true
and correct record of the votes cast.	
"(B) Special rule for treatment of	T OF
B DISPUTES WHEN PAPER BALLOTS HAVE BEE	BEEN
SHOWN TO BE COMPROMISED.—	
"(i) In general.—In the event that-	hat—
"(I) there is any inconsistency b	ey be-
tween any electronic vote tallies and	and
3 the vote tallies determined by counting	nting
by hand the individual, durable vote	voter-
verified paper ballots produced pursu	ursu-
ant to subparagraph (A)(i) with r	h re-
spect to any election for Federal offic	office;
B and	
"(II) it is demonstrated by clea	clear
and convincing evidence (as dete	deter-
mined in accordance with the application	plica-
ble standards in the jurisdiction in	n in-
3 volved) in any recount, audit, or con	con-
test of the result of the election that the	at the
5 paper ballots have been compromise	mised

1	(by damage or mischief or otherwise)
2	and that a sufficient number of the
3	ballots have been so compromised that
4	the result of the election could be
5	changed,
6	the determination of the appropriate rem-
7	edy with respect to the election shall be
8	made in accordance with applicable State
9	law, except that the electronic tally shall not
10	be used as the exclusive basis for deter-
11	mining the official certified vote tally.
12	"(ii) Rule for consideration of
13	BALLOTS ASSOCIATED WITH EACH VOTING
14	MACHINE.—For purposes of clause (i), the
15	paper ballots associated with each voting
16	system shall be considered on a voting-ma-
17	chine-by-voting-machine basis, and only the
18	paper ballots deemed compromised, if any,
19	shall be considered in the calculation of
20	whether or not the result of the election
21	could be changed due to the compromised
22	paper ballots.".
23	(2) Conforming amendment clarifying ap-
24	PLICABILITY OF ALTERNATIVE LANGUAGE ACCESSI-
25	BILITY.—Section 301(a)(4) of such Act (42 U.S.C.

1	15481(a)(4)) is amended by inserting "(including the
2	paper ballots required to be produced under para-
3	graph (2) and the notices required under paragraphs
4	(7) and $(13)(C)$)" after "voting system".
5	(3) Other conforming amendments.—Section
6	301(a)(1) of such Act (42 U.S.C. 15481(a)(1)) is
7	amended—
8	(A) in subparagraph $(A)(i)$, by striking
9	"counted" and inserting "counted, in accordance
10	with paragraphs (2) and (3)";
11	(B) in subparagraph (A)(ii), by striking
12	"counted" and inserting "counted, in accordance
13	with paragraphs (2) and (3)";
14	(C) in subparagraph (A)(iii), by striking
15	"counted" each place it appears and inserting
16	"counted, in accordance with paragraphs (2)
17	and (3)"; and
18	(D) in subparagraph $(B)(ii)$, by striking
19	"counted" and inserting "counted, in accordance
20	with paragraphs (2) and (3)".
21	(b) Accessibility and Ballot Verification for
22	Individuals With Disabilities.—
23	(1) In General.—Section 301(a)(3)(B) of such
24	Act (42 U.S.C. $15481(a)(3)(B)$) is amended to read as
25	follows:

1	" $(B)(i)$ satisfy the requirement of subpara-
2	graph (A) through the use of at least one voting
3	system equipped for individuals with disabilities
4	at each polling place; and
5	"(ii) meet the requirements of subparagraph
6	(A) and paragraph (2)(A) by using a system
7	that—
8	"(I) allows the voter to privately and
9	independently verify the individual, durable
10	paper ballot through the conversion of the
11	human-readable printed or marked vote se-
12	lections into accessible form,
13	"(II) ensures that the entire process of
14	ballot verification and vote casting is
15	equipped for individuals with disabilities,
16	and
17	"(III) does not preclude the supple-
18	mentary use of Braille or tactile ballots;
19	and".
20	(2) Specific requirement of study, testing,
21	AND DEVELOPMENT OF ACCESSIBLE BALLOT
22	VERIFICATION MECHANISMS.—
23	(A) Study and reporting.—Subtitle C of
24	title II of such Act (42 U.S.C. 15381 et seq.) is
25	amended—

1	(i) by redesignating section 247 as sec-
2	tion 248; and
3	(ii) by inserting after section 246 the
4	following new section:
5	"SEC. 247. STUDY AND REPORT ON ACCESSIBLE BALLOT
6	VERIFICATION MECHANISMS.
7	"(a) Study and Report.—The Director of the Na-
8	tional Institute of Standards and Technology shall study,
9	test, and develop best practices to enhance the accessibility
10	of ballot verification mechanisms for individuals with dis-
11	abilities, for voters whose primary language is not English,
12	and for voters with difficulties in literacy, including best
13	practices for the mechanisms themselves and the processes
14	through which the mechanisms are used. In carrying out
15	this section, the Director shall specifically investigate exist-
16	ing and potential methods or devices, including non-elec-
17	tronic devices, that will assist such individuals and voters
18	in creating voter-verified paper ballots and presenting or
19	transmitting the information printed or marked on such
20	ballots back to such individuals and voters.
21	"(b) Coordination With Grants for Technology
22	Improvements.—The Director shall coordinate the activi-
23	ties carried out under subsection (a) with the research con-
24	ducted under the grant program carried out by the Commis-
25	sion under section 271, to the extent that the Director and

1	Commission determine necessary to provide for the advance-
2	ment of accessible voting technology.
3	"(c) Deadline.—The Director shall complete the re-
4	quirements of subsection (a) not later than December 31,
5	2008.
6	"(d) Authorization of Appropriations.—There
7	are authorized to be appropriated to carry out subsection
8	(a) \$3,000,000, to remain available until expended.".
9	(B) CLERICAL AMENDMENT.—The table of
10	contents of such Act is amended—
11	(i) by redesignating the item relating
12	to section 247 as relating to section 248;
13	and
14	(ii) by inserting after the item relating
15	to section 246 the following new item:
	"Sec. 247. Study and report on accessible ballot verification mechanisms.".
16	(3) Clarification of accessibility stand-
17	ARDS UNDER VOLUNTARY VOTING SYSTEM GUID-
18	ANCE.—In adopting any voluntary guidance under
19	subtitle B of title III of the Help America Vote Act
20	with respect to the accessibility of the paper ballot
21	verification requirements for individuals with disabil-
22	ities, the Election Assistance Commission shall in-
23	clude and apply the same accessibility standards ap-
24	plicable under the voluntary guidance adopted for ac-

 $cessible\ voting\ systems\ under\ such\ subtitle.$

1	(c) Additional Voting System Requirements.—
2	(1) Requirements described.—Section 301(a)
3	of such Act (42 U.S.C. 15481(a)) is amended by add-
4	ing at the end the following new paragraphs:
5	"(7) Instruction reminding voters of im-
6	PORTANCE OF VERIFYING PAPER BALLOT.—
7	"(A) In general.—The appropriate elec-
8	tion official at each polling place shall cause to
9	be placed in a prominent location in the polling
10	place which is clearly visible from the voting
11	booths a notice, in large font print accessible to
12	the visually impaired, advising voters that the
13	paper ballots representing their votes shall serve
14	as the vote of record in all audits and recounts
15	in elections for Federal office, and that they
16	should not leave the voting booth until con-
17	firming that such paper ballots accurately record
18	$their\ vote.$
19	"(B) Systems for individuals with dis-
20	ABILITIES.—All voting systems equipped for in-
21	dividuals with disabilities shall present or trans-
22	mit in accessible form the statement referred to
23	in subparagraph (A), as well as an explanation
24	of the verification process described in paragraph
25	(3)(B)(ii).

1	"(8) Prohibiting use of uncertified elec-
2	TION-DEDICATED VOTING SYSTEM TECHNOLOGIES;
3	DISCLOSURE REQUIREMENTS.—
4	"(A) In General.—A voting system used
5	in an election for Federal office in a State may
6	not at any time during the election contain or
7	use any election-dedicated voting system tech-
8	nology which has not been certified by the State
9	for use in the election and which has not been
10	deposited with an accredited laboratory described
11	in section 231 to be held in escrow and disclosed
12	in accordance with this section.
13	"(B) Requirement for and restric-
14	TIONS ON DISCLOSURE.—An accredited labora-
15	tory under section 231 with whom an election-
16	dedicated voting system technology has been de-
17	posited shall—
18	"(i) hold the technology in escrow; and
19	"(ii) disclose technology and informa-
20	tion regarding the technology to another
21	person if—
22	"(I) the person is a qualified per-
23	son described in subparagraph (C) who
24	has entered into a nondisclosure agree-
25	ment with respect to the technology

1	which meets the requirements of sub-
2	paragraph (D); or
3	"(II) the laboratory is required to
4	disclose the technology to the person
5	under State law, in accordance with
6	the terms and conditions applicable
7	under such law.
8	"(C) Qualified persons described.—
9	With respect to the disclosure of election-dedi-
10	cated voting system technology by a laboratory
11	$under\ subparagraph\ (B)(ii)(I),\ a\ `qualified\ per-$
12	son' is any of the following:
13	"(i) A governmental entity with re-
14	sponsibility for the administration of voting
15	and election-related matters for purposes of
16	reviewing, analyzing, or reporting on the
17	$technology. \ \ $
18	"(ii) A party to pre- or post-election
19	litigation challenging the result of an elec-
20	tion or the administration or use of the
21	technology used in an election, including
22	but not limited to election contests or chal-
23	lenges to the certification of the technology,
24	or an expert for a party to such litigation,
25	for purposes of reviewing or analyzing the

1	technology to support or oppose the litiga-
2	tion, and all parties to the litigation shall
3	have access to the technology for such pur-
4	poses.
5	"(iii) A person not described in clause
6	(i) or (ii) who reviews, analyzes, or reports
7	on the technology solely for an academic,
8	scientific, technological, or other investiga-
9	tion or inquiry concerning the accuracy or
10	integrity of the technology.
11	"(D) Requirements for nondisclosure
12	AGREEMENTS.—A nondisclosure agreement en-
13	tered into with respect to an election-dedicated
14	voting system technology meets the requirements
15	of this subparagraph if the agreement—
16	"(i) is limited in scope to coverage of
17	the technology disclosed under subparagraph
18	(B) and any trade secrets and intellectual
19	property rights related thereto;
20	"(ii) does not prohibit a signatory
21	from entering into other nondisclosure
22	agreements to review other technologies
23	under this paragraph;
24	"(iii) exempts from coverage any infor-
25	mation the signatory lawfully obtained

1	from another source or any information in
2	$the\ public\ domain;$
3	"(iv) remains in effect for not longer
4	than the life of any trade secret or other in-
5	tellectual property right related thereto;
6	"(v) prohibits the use of injunctions
7	barring a signatory from carrying out any
8	activity authorized under subparagraph
9	(C), including injunctions limited to the pe-
10	riod prior to a trial involving the tech-
11	nology;
12	"(vi) is silent as to damages awarded
13	for breach of the agreement, other than a
14	reference to damages available under appli-
15	$cable\ law;$
16	"(vii) allows disclosure of evidence of
17	crime, including in response to a subpoena
18	or warrant;
19	"(viii) allows the signatory to perform
20	analyses on the technology (including by
21	executing the technology), disclose reports
22	and analyses that describe operational
23	issues pertaining to the technology (includ-
24	ing vulnerabilities to tampering, errors,
25	risks associated with use, failures as a re-

sult of use, and other problems), and describe or explain why or how a voting system failed or otherwise did not perform as intended; and

> "(ix) provides that the agreement shall be governed by the trade secret laws of the applicable State.

"(E) Election-dedicated voting system technology means voting system software' as defined under the 2005 voluntary voting system guidelines adopted by the Commission under section 222, but excludes commercial-off-the-shelf software and hardware defined under those guidelines.

"(9) Prohibition of use of wireless commu-Nications devices in voting system shall contain, use, or be accessible by any wireless, power-line, or concealed communication device, except that enclosed infrared communications devices which are certified for use in the voting system by the State and which cannot be used for any remote or wide area communications or used without the knowledge of poll workers shall be permitted.

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1	"(10) Prohibiting connection of system or
2	TRANSMISSION OF SYSTEM INFORMATION OVER THE
3	internet.—No component of any voting device upon
4	which ballots are programmed or votes are cast or
5	tabulated shall be connected to the Internet at any
6	time.
7	"(11) Security standards for voting sys-
8	TEMS USED IN FEDERAL ELECTIONS.—
9	"(A) In general.—No voting system may
10	be used in an election for Federal office unless
11	the manufacturer of such system and the election
12	officials using such system meet the applicable
13	requirements described in subparagraph (B).
14	"(B) Requirements described.—The re-
15	quirements described in this subparagraph are
16	as follows:
17	"(i) The manufacturer and the election
18	officials shall document the secure chain of
19	custody for the handling of all software,
20	hardware, vote storage media, ballots, and
21	voter-verified ballots used in connection
22	with voting systems, and shall make the in-
23	formation available upon request to the
24	Commission.

1	"(ii) The manufacturer shall disclose to
2	an accredited laboratory under section 231
3	and to the appropriate election official any
4	information required to be disclosed under
5	paragraph (8).
6	"(iii) After the appropriate election of-
7	ficial has certified the election-dedicated
8	and other voting system software for use in
9	an election, the manufacturer may not—
10	"(I) alter such software; or
11	"(II) insert or use in the voting
12	system any software not certified by
13	the State for use in the election.
14	"(iv) At the request of the Commis-
15	sion—
16	"(I) the appropriate election offi-
17	cial shall submit information to the
18	Commission regarding the State's com-
19	pliance with this subparagraph; and
20	"(II) the manufacturer shall sub-
21	mit information to the Commission re-
22	garding the manufacturer's compliance
23	with this subparagraph.
24	"(C) Development and publication of
25	BEST PRACTICES ON DOCUMENTATION OF SE-

1	Cure chain of custody.—Not later than Au-
2	gust 1, 2008, the Commission shall develop and
3	make publicly available best practices regarding
4	the requirement of subparagraph $(B)(i)$.
5	"(D) Disclosure of secure chain of
6	Custody.—The Commission shall make informa-
7	tion provided to the Commission under subpara-
8	graph (B)(i) available to any person upon re-
9	quest.
10	"(12) Durability and readability require-
11	MENTS FOR BALLOTS.—
12	"(A) Durability requirements for
13	PAPER BALLOTS.—
14	"(i) In General.—All voter-verified
15	paper ballots required to be used under this
16	Act (including the paper ballots provided to
17	voters under paragraph (13)) shall be
18	marked, printed, or recorded on durable
19	paper.
20	"(ii) Definition.—For purposes of
21	this Act, paper is 'durable' if it is capable
22	of withstanding multiple counts and re-
23	counts by hand without compromising the
24	fundamental integrity of the ballots, and ca-
25	pable of retaining the information marked,

printed, or recorded on them for the full duration of a retention and preservation period of 22 months.

"(B) Readability requirements for machine-marked or printed paper ballots completed by the voter through the use of a marking or printing device shall be clearly readable by the voter without assistance (other than eyeglasses or other personal vision enhancing devices) and by a scanner or other device equipped for individuals with disabilities.

"(13) Mandatory availability of paper ballots at polling place.—

"(A) REQUIRING BALLOTS TO BE OFFERED AND PROVIDED.—The appropriate election official at each polling place in an election for Federal office shall offer each individual who is eligible to cast a vote in the election at the polling place the opportunity to cast the vote using a pre-printed paper ballot which the individual may mark by hand and which is not produced by a direct recording electronic voting machine. If the individual accepts the offer to cast the vote using such a ballot, the official shall provide the

individual with the ballot and the supplies necessary to mark the ballot, and shall ensure (to
the greatest extent practicable) that the waiting
period for the individual to cast a vote is not
greater than the waiting period for an individual who does not agree to cast the vote using
such a paper ballot under this paragraph.

"(B) TREATMENT OF BALLOT.—Any paper ballot which is cast by an individual under this paragraph shall be counted and otherwise treated as a regular ballot for all purposes (including, to the greatest extent practicable, the deadline for counting the ballot) and not as a provisional ballot, unless the individual casting the ballot would have otherwise been required to cast a provisional ballot if the individual had not accepted the offer to cast the vote using a paper ballot under this paragraph.

"(C) Posting of Notice.—The appropriate election official shall ensure that at each polling place a notice is displayed prominently which describes the obligation of the official to offer individuals the opportunity to cast votes using a pre-printed paper ballot under this paragraph.

1 "(D) Training of election officials.— 2 The chief State election official shall ensure that election officials at polling places in the State 3 4 are aware of the requirements of this paragraph, 5 including the requirement to display a notice 6 under subparagraph (C), and are aware that it 7 is a violation of the requirements of this title for 8 an election official to fail to offer an individual 9 the opportunity to cast a vote using a pre-print-10 ed paper ballot under this paragraph. 11 "(E) Exceptions.—This paragraph does 12 not apply with respect to— 13 "(i) a polling place at which each vot-14 ing system used in the administration of an 15 election for Federal office uses only pre-16 printed paper ballots which are marked by 17 hand and which are not produced by a di-18 rect recording electronic voting machine 19 (other than a system used to meet the dis-20 ability access requirements of paragraph 21 (3)); or 22 "(ii) a polling place in operation prior 23 to the date of the election, but only with re-24 spect to days prior to the date of the elec-

tion.

1	"(F) Effective date.—This paragraph
2	shall apply with respect to the regularly sched-
3	uled general election for Federal office in Novem-
4	ber 2010 and each succeeding election for Federal
5	office.".
6	(2) Requiring laboratories to meet stand-
7	ARDS PROHIBITING CONFLICTS OF INTEREST AS CON-
8	DITION OF ACCREDITATION FOR TESTING OF VOTING
9	SYSTEM HARDWARE AND SOFTWARE.—
10	(A) In General.—Section 231(b) of such
11	Act (42 U.S.C. 15371(b)) is amended by adding
12	at the end the following new paragraphs:
13	"(3) Prohibiting conflicts of interest; en-
14	SURING AVAILABILITY OF RESULTS.—
15	"(A) In general.—A laboratory may not
16	be accredited by the Commission for purposes of
17	this section unless—
18	"(i) the laboratory certifies that the
19	only compensation it receives for the testing
20	carried out in connection with the certifi-
21	cation, decertification, and recertification of
22	the manufacturer's voting system hardware
23	and software is the payment made from the
24	Testing Escrow Account under paragraph
25	(4);

1	"(ii) the laboratory meets such stand-
2	ards as the Commission shall establish
3	(after notice and opportunity for public
4	comment) to prevent the existence or ap-
5	pearance of any conflict of interest in the
6	testing carried out by the laboratory under
7	this section, including standards to ensure
8	that the laboratory does not have a finan-
9	cial interest in the manufacture, sale, and
10	distribution of voting system hardware and
11	software, and is sufficiently independent
12	from other persons with such an interest;
13	"(iii) the laboratory certifies that it
14	will permit an expert designated by the
15	Commission to observe any testing the lab-
16	oratory carries out under this section; and
17	"(iv) the laboratory, upon completion
18	of any testing carried out under this sec-
19	tion, discloses the test protocols, results, and
20	all communication between the laboratory
21	and the manufacturer to the Commission.
22	"(B) Availability of results.—Upon re-
23	ceipt of information under subparagraph (A),
24	the Commission shall make the information

1	available promptly to election officials and the
2	public.
3	"(4) Procedures for conducting testing;
4	PAYMENT OF USER FEES FOR COMPENSATION OF AC-
5	CREDITED LABORATORIES.—
6	"(A) Establishment of escrow ac-
7	COUNT.—The Commission shall establish an es-
8	crow account (to be known as the 'Testing Es-
9	crow Account') for making payments to accred-
10	ited laboratories for the costs of the testing car-
11	ried out in connection with the certification, de-
12	certification, and recertification of voting system
13	hardware and software.
14	"(B) Schedule of fees.—In consultation
15	with the accredited laboratories, the Commission
16	shall establish and regularly update a schedule of
17	fees for the testing carried out in connection with
18	the certification, decertification, and recertifi-
19	cation of voting system hardware and software,
20	based on the reasonable costs expected to be in-
21	curred by the accredited laboratories in carrying
22	out the testing for various types of hardware and
23	software.
24	"(C) Requests and payments by manu-
25	FACTURERS.—A manufacturer of voting system

1	hardware and software may not have the hard-
2	ware or software tested by an accredited labora-
3	tory under this section unless—
4	"(i) the manufacturer submits a de-
5	tailed request for the testing to the Commis-
6	sion; and
7	"(ii) the manufacturer pays to the
8	Commission, for deposit into the Testing
9	Escrow Account established under subpara-
10	graph (A), the applicable fee under the
11	schedule established and in effect under sub-
12	paragraph (B).
13	"(D) Selection of Laboratory.—Upon
14	receiving a request for testing and the payment
15	from a manufacturer required under subpara-
16	graph (C), the Commission shall select at ran-
17	dom (to the greatest extent practicable), from all
18	laboratories which are accredited under this sec-
19	tion to carry out the specific testing requested by
20	the manufacturer, an accredited laboratory to
21	carry out the testing.
22	"(E) Payments to laboratories.—Upon
23	receiving a certification from a laboratory se-
24	lected to carry out testing pursuant to subpara-
25	graph (D) that the testing is completed, along

1	with a copy of the results of the test as required
2	$under \ paragraph \ (3)(A)(iv), \ the \ Commission$
3	shall make a payment to the laboratory from the
4	Testing Escrow Account established under sub-
5	paragraph (A) in an amount equal to the appli-
6	cable fee paid by the manufacturer under sub-
7	$paragraph\ (C)(ii).$
8	"(5) Dissemination of additional informa-
9	TION ON ACCREDITED LABORATORIES.—
10	"(A) Information on testing.—Upon
11	completion of the testing of a voting system
12	under this section, the Commission shall prompt-
13	ly disseminate to the public the identification of
14	the laboratory which carried out the testing.
15	"(B) Information on status of labora-
16	Tories.—The Commission shall promptly notify
17	Congress, the chief State election official of each
18	State, and the public whenever—
19	"(i) the Commission revokes, termi-
20	nates, or suspends the accreditation of a
21	laboratory under this section;
22	"(ii) the Commission restores the ac-
23	creditation of a laboratory under this sec-
24	tion which has been revoked, terminated, or
25	suspended; or

1	"(iii) the Commission has credible evi-
2	dence of significant security failure at an
3	accredited laboratory.".
4	(B) Conforming amendments.—Section
5	231 of such Act (42 U.S.C. 15371) is further
6	amended—
7	(i) in subsection $(a)(1)$, by striking
8	"testing, certification," and all that follows
9	and inserting the following: "testing of vot-
10	ing system hardware and software by ac-
11	credited laboratories in connection with the
12	certification, decertification, and recertifi-
13	cation of the hardware and software for
14	purposes of this Act.";
15	(ii) in subsection (a)(2), by striking
16	"testing, certification," and all that follows
17	and inserting the following: "testing of its
18	voting system hardware and software by the
19	laboratories accredited by the Commission
20	under this section in connection with certi-
21	fying, decertifying, and recertifying the
22	hardware and software.";
23	(iii) in subsection (b)(1), by striking
24	"testing, certification, decertification, and
25	recertification" and inserting "testing"; and

1	(iv) in subsection (d), by striking "test-
2	ing, certification, decertification, and recer-
3	tification" each place it appears and insert-
4	ing "testing".
5	(C) Deadline for establishment of
6	STANDARDS, ESCROW ACCOUNT, AND SCHEDULE
7	OF FEES.—The Election Assistance Commission
8	shall establish the standards described in section
9	231(b)(3) of the Help America Vote Act of 2002
10	and the Testing Escrow Account and schedule of
11	fees described in section 231(b)(4) of such Act (as
12	added by subparagraph (A)) not later than Jan-
13	uary 1, 2008.
14	(D) Authorization of Appropria-
15	TIONS.—There are authorized to be appropriated
16	to the Election Assistance Commission such sums
17	as may be necessary to carry out the Commis-
18	sion's duties under paragraphs (3) and (4) of
19	section 231 of the Help America Vote Act of 2002
20	(as added by subparagraph (A)).
21	(3) Special certification of ballot dura-
22	BILITY AND READABILITY REQUIREMENTS FOR
23	STATES NOT CURRENTLY USING DURABLE PAPER BAL-

LOTS.—

(A) In GENERAL.—If any of the voting systems used in a State for the regularly scheduled 2006 general elections for Federal office did not require the use of or produce durable paper ballots, the State shall certify to the Election Assistance Commission not later than 90 days after the date of the enactment of this Act that the State will be in compliance with the requirements of sections 301(a)(2), 301(a)(12), and 301(b) of the Help America Vote of 2002, as added or amended by this subsection, in accordance with the deadline established under this Act, and shall include in the certification the methods by which the State will meet the requirements.

(B) CERTIFICATIONS BY STATES THAT RE-QUIRE CHANGES TO STATE LAW.—In the case of a State that requires State legislation to carry out an activity covered by any certification submitted under this paragraph, the State shall be permitted to make the certification notwithstanding that the legislation has not been enacted at the time the certification is submitted and such State shall submit an additional certification once such legislation is enacted.

1	(4) Grants for research on development
2	OF ELECTION-DEDICATED VOTING SYSTEM SOFT-
3	WARE.—
4	(A) In general.—Subtitle D of title II of
5	the Help America Vote Act of 2002 (42 U.S.C.
6	15401 et seq.) is amended by adding at the end
7	the following new part:
8	"PART 7—GRANTS FOR RESEARCH ON DEVELOP-
9	MENT OF ELECTION-DEDICATED VOTING
10	SYSTEM SOFTWARE
11	"SEC. 297. GRANTS FOR RESEARCH ON DEVELOPMENT OF
12	ELECTION-DEDICATED VOTING SYSTEM SOFT
13	WARE.
14	"(a) In General.—The Director of the National
15	Science Foundation (hereafter in this part referred to as
16	the 'Director') shall make grants to not fewer than 3 eligible
17	entities to conduct research on the development of election-
18	dedicated voting system software.
19	"(b) Eligibility.—An entity is eligible to receive of
20	grant under this part if it submits to the Director (at such
21	time and in such form as the Director may require) and
22	application containing—
23	"(1) certifications regarding the benefits of oper-
24	ating voting systems on election-dedicated software

1	which is easily understandable and which is written
2	exclusively for the purpose of conducting elections;
3	"(2) certifications that the entity will use the
4	funds provided under the grant to carry out research
5	on how to develop voting systems that run on election-
6	dedicated software and that will meet the applicable
7	requirements for voting systems under title III; and
8	"(3) such other information and certifications as
9	the Director may require.
10	"(c) Authorization of Appropriations.—There are
11	authorized to be appropriated for grants under this part
12	\$1,500,000 for each of fiscal years 2007 and 2008, to re-
13	main available until expended.".
14	(B) Clerical amendment.—The table of
15	contents of such Act is amended by adding at the
16	end of the items relating to subtitle D of title II
17	$the\ following:$
	"Part 7—Grants for Research on Development of Election- Dedicated Voting System Software
	"Sec. 297. Grants for research on development of election-dedicated voting system software.".
18	(d) Availability of Additional Funding To En-
19	ABLE STATES TO MEET COSTS OF REVISED REQUIRE-
20	MENTS.—
21	(1) Extension of requirements payments
22	FOR MEETING REVISED REQUIREMENTS.—Section
23	257(a) of the Help America Vote Act of 2002 (42

I	U.S.C. 15407(a)) is amended by adding at the end
2	the following new paragraph:
3	"(4) For fiscal year 2007, \$1,000,000,000, except
4	that any funds provided under the authorization
5	made by this paragraph shall be used by a State only
6	to meet the requirements of title III which are first
7	imposed on the State pursuant to the amendments
8	made by section 2 of the Voter Confidence and In-
9	creased Accessibility Act of 2007, or to otherwise mod-
10	ify or replace its voting systems in response to such
11	amendments.".
12	(2) Use of revised formula for allocation
13	OF FUNDS.—Section 252(b) of such Act (42 U.S.C.
14	15402(b)) is amended to read as follows:
15	"(b) State Allocation Percentage Defined.—
16	"(1) In general.—Except as provided in para-
17	graph (2), the 'State allocation percentage' for a State
18	is the amount (expressed as a percentage) equal to the
19	quotient of—
20	"(A) the voting age population of the State
21	(as reported in the most recent decennial census);
22	and
23	"(B) the total voting age population of all
24	States (as reported in the most recent decennial
25	census).

1	"(2) Special rule for payments for fiscal
2	YEAR 2007.—
3	"(A) In GENERAL.—In the case of the re-
4	quirements payment made to a State for fiscal
5	year 2007, the 'State allocation percentage' for a
6	State is the amount (expressed as a percentage)
7	equal to the quotient of—
8	"(i) the sum of the number of non-
9	compliant precincts in the State and 50%
10	of the number of partially noncompliant
11	precincts in the State; and
12	"(ii) the sum of the number of non-
13	compliant precincts in all States and 50%
14	of the number of partially noncompliant
15	precincts in all States.
16	"(B) Noncompliant precinct defined.—
17	In this paragraph, a 'noncompliant precinct'
18	means any precinct (or equivalent location)
19	within a State for which the voting system used
20	to administer the regularly scheduled general
21	election for Federal office held in November 2006
22	did not meet either of the requirements described
23	$in\ subparagraph\ (D).$
24	"(C) Partially noncompliant precinct
25	Defined.—In this paragraph, a 'partially non-

1	compliant precinct' means any precinct (or
2	equivalent location) within a State for which the
3	voting system used to administer the regularly
4	scheduled general election for Federal office held
5	in November 2006 met only one of the require-
6	ments described in subparagraph (D).
7	"(D) Requirements described.—The re-
8	quirements described in this subparagraph with
9	respect to a voting system are as follows:
10	"(i) The primary voting system re-
11	quired the use of or produced durable paper
12	ballots (as described in section
13	301(a)(12)(A)) for every vote cast.
14	"(ii) The voting system provided that
15	the entire process of paper ballot
16	verification was equipped for individuals
17	with disabilities.".
18	(3) Increase in state minimum share of
19	PAYMENT.—Section 252(c) of such Act (42 U.S.C.
20	15402(c)) is amended—
21	(A) in paragraph (1), by inserting after
22	"one-half of 1 percent" the following: "(or, in the
23	case of the payment made for fiscal year 2007,
24	1 percent)"; and

1	(B) in paragraph (2), by inserting after
2	"one-tenth of 1 percent" the following: "(or, in
3	the case of the payment made for fiscal year
4	2007, one-half of 1 percent)".
5	(4) Revised conditions for receipt of
6	FUNDS.—Section 253 of such Act (42 U.S.C. 15403)
7	is amended—
8	(A) in subsection (a), by striking "A State
9	is eligible" and inserting "Except as provided in
10	subsection (f), a State is eligible"; and
11	(B) by adding at the end the following new
12	subsection:
13	"(f) Special Rule for Fiscal Year 2007.—
14	"(1) In General.—Notwithstanding any other
15	provision of this part, a State is eligible to receive a
16	requirements payment for fiscal year 2007 if, not
17	later than 90 days after the date of the enactment of
18	the Voter Confidence and Increased Accessibility Act
19	of 2007, the chief executive officer of the State, or des-
20	ignee, in consultation and coordination with the chief
21	State election official—
22	"(A) certifies to the Commission the number
23	of noncompliant and partially noncompliant
24	precincts in the State (as defined in section
25	252(b)(2)); and

- "(B) files a statement with the Commission
 describing the State's need for the payment and
 how the State will use the payment to meet the
 requirements of title III (in accordance with the
 limitations applicable to the use of the payment
 under section 257(a)(4)).
 - "(2) CERTIFICATIONS BY STATES THAT REQUIRE
 CHANGES TO STATE LAW.—In the case of a State that
 requires State legislation to carry out any activity
 covered by any certification submitted under this subsection, the State shall be permitted to make the certification notwithstanding that the legislation has not
 been enacted at the time the certification is submitted
 and such State shall submit an additional certification once such legislation is enacted.".
 - (5) PERMITTING USE OF FUNDS FOR REIM-BURSEMENT FOR COSTS PREVIOUSLY INCURRED.—
 Section 251(c)(1) of such Act (42 U.S.C. 15401(c)(1))
 is amended by striking the period at the end and inserting the following: ", or as a reimbursement for any costs incurred in meeting the requirements of title III which are imposed pursuant to the amendments made by section 2 of the Voter Confidence and Increased Accessibility Act of 2007 or in otherwise

- 1 modifying or replacing voting systems in response to 2 such amendments.".
- 3 (6) Rule of construction regarding states 4 RECEIVING OTHER FUNDS FOR REPLACING PUNCH 5 CARD, LEVER, OR OTHER VOTING MACHINES.—Noth-6 ing in the amendments made by this subsection or in 7 any other provision of the Help America Vote Act of 8 2002 may be construed to prohibit a State which re-9 ceived or was authorized to receive a payment under 10 title I or II of such Act for replacing punch card, 11 lever, or other voting machines from receiving or 12 using any funds which are made available under the 13 amendments made by this subsection.
- 14 (7) EFFECTIVE DATE.—The amendments made 15 by this subsection shall apply with respect to fiscal 16 years beginning with fiscal year 2007.
- 17 (e) Effective Date For New Requirements.—
 18 Section 301(d) of such Act (42 U.S.C. 15481(d)) is amended
 19 to read as follows:
- 20 "(d) Effective Date.—
- "(1) IN GENERAL.—Except as provided in paragraph (2), each State and jurisdiction shall be required to comply with the requirements of this section on and after January 1, 2006.

1	"(2) Special rule for certain require-
2	MENTS.—
3	"(A) In general.—Except as provided in
4	subparagraph (B), the requirements of this sec-
5	tion which are first imposed on a State and ju-
6	risdiction pursuant to the amendments made by
7	section 2 of the Voter Confidence and Increased
8	Accessibility Act of 2007 shall apply with respect
9	to the regularly scheduled general election for
10	Federal office held in November 2008 and each
11	succeeding election for Federal office.
12	"(B) Delay for jurisdictions using
13	CERTAIN PAPER BALLOT PRINTERS OR CERTAIN
14	PAPER BALLOT-EQUIPPED ACCESSIBLE MA-
15	CHINES IN 2006.—
16	"(i) DELAY.—In the case of a jurisdic-
17	tion described in clause (ii), subparagraph
18	(A) shall apply to the jurisdiction as if the
19	reference in such subparagraph to 'the regu-
20	larly scheduled general election for Federal
21	office held in November 2008 and each suc-
22	ceeding election for Federal office' were a
23	reference to 'elections for Federal office oc-
24	curring during 2010 and each succeeding

1	year', but only with respect to the following
2	requirements of this section:
3	"(I) $Paragraph (3)(B)(ii)(I)$ and
4	(II) of subsection (a) (relating to access
5	to verification from the durable paper
6	ballot).
7	"(II) Paragraph (12) of sub-
8	section (a) (relating to durability and
9	readability requirements for ballots).
10	"(ii) Jurisdictions described.—A
11	jurisdiction described in this clause is—
12	``(I) a jurisdiction which used
13	thermal reel-to-reel voter verified paper
14	ballot printers attached to direct re-
15	cording electronic voting machines for
16	the administration of the regularly
17	scheduled general election for Federal
18	office held in November 2006 and
19	which will continue to use such print-
20	ers attached to such voting machines
21	for the administration of elections for
22	Federal office held in 2008; or
23	"(II) a jurisdiction which used
24	voting machines which met the accessi-
25	bility requirements of paragraph (3) of

1	subsection (a) (as in effect with respect
2	to such election) for the administration
3	of the regularly scheduled general elec-
4	tion for Federal office held in Novem-
5	ber 2006 and which used or produced
6	a paper ballot, and which will con-
7	tinue to use such voting machines for
8	the administration of elections for Fed-
9	eral office held in 2008.".
10	SEC. 3. ENHANCEMENT OF ENFORCEMENT OF HELP AMER-
11	ICA VOTE ACT OF 2002.
12	Section 401 of such Act (42 U.S.C. 15511) is amend-
13	ed—
14	(1) by striking "The Attorney General" and in-
15	serting "(a) In General.—The Attorney General";
16	and
17	(2) by adding at the end the following new sub-
18	sections:
19	"(b) Filing of Complaints by Aggrieved Per-
20	SONS.—
21	"(1) In general.—A person who is aggrieved
22	by a violation of section 301, 302, or 303 which has
23	occurred, is occurring, or is about to occur may file
24	a written, signed, notarized complaint with the Attor-
25	ney General describing the violation and requesting

- the Attorney General to take appropriate action
 under this section.
- "(2) Response by attorney general.—The 3 Attorney General shall respond to each complaint 4 5 filed under paragraph (1), in accordance with proce-6 dures established by the Attorney General that require 7 responses and determinations to be made within the 8 same (or shorter) deadlines which apply to a State 9 under the State-based administrative complaint pro-10 cedures described in section 402(a)(2).
- 11 "(c) Clarification of Availability of Private RIGHT OF ACTION.—Nothing in this section may be construed to prohibit any person from bringing an action under section 1979 of the Revised Statutes of the United 14 15 States (42 U.S.C. 1983) (including any individual who seeks to enforce the individual's right to a voter-verified paper ballot, the right to have the voter-verified paper ballot counted in accordance with this Act, or any other right 18 19 under subtitle A of title III) to enforce the uniform and nondiscriminatory election technology and administration 20 21 requirements under sections 301, 302, and 303.
- 22 "(d) No Effect on State Procedures.—Nothing 23 in this section may be construed to affect the availability 24 of the State-based administrative complaint procedures re-

1	quired under section 402 to any person filing a complaint
2	under this subsection.".
3	SEC. 4. REQUIREMENT FOR MANDATORY MANUAL AUDITS
4	BY HAND COUNT.
5	(a) Mandatory Manual Audits.—Title III of the
6	Help America Vote Act of 2002 (42 U.S.C. 15481 et seq.)
7	is amended by adding at the end the following new subtitle:
8	"Subtitle C—Mandatory Manual
9	Audits
10	"SEC. 321. REQUIRING AUDITS OF RESULTS OF ELECTIONS.
11	"(a) Requiring Audits.—
12	"(1) In general.—In accordance with this sub-
13	title, each State shall administer, without advance no-
14	tice to the precincts selected, audits of the results of
15	elections for Federal office held in the State (and, at
16	the option of the State or jurisdiction involved, of
17	elections for State and local office held at the same
18	time as such election) consisting of random hand
19	counts of the voter-verified paper ballots required to
20	be produced and preserved pursuant to section
21	301(a)(2).
22	"(2) Exception for certain elections.—A
23	State shall not be required to administer an audit of
24	the results of an election for Federal office under this
25	subtitle if the winning candidate in the election—

1	"(A) had no opposition on the ballot; or
2	"(B) received 80% or more of the total
3	number of votes cast in the election, as deter-
4	mined on the basis of the final unofficial vote
5	count.
6	"(b) Determination of Entity Conducting Au-
7	DITS; APPLICATION OF GAO INDEPENDENCE STAND-
8	ARDS.—The State shall administer audits under this sub-
9	title through an entity selected for such purpose by the State
10	in accordance with such criteria as the State considers ap-
11	propriate consistent with the requirements of this subtitle,
12	except that the entity must meet the general standards es-
13	tablished by the Comptroller General to ensure the inde-
14	pendence (including the organizational independence) of en-
15	tities performing financial audits, attestation engagements,
16	and performance audits under generally accepted govern-
17	ment accounting standards.
18	"(c) References to Election Auditor.—In this
19	subtitle, the term 'Election Auditor' means, with respect to
20	a State, the entity selected by the State under subsection
21	<i>(b)</i> .
22	"SEC. 322. NUMBER OF BALLOTS COUNTED UNDER AUDIT.
23	"(a) In General.—Except as provided in subsection
24	(b), the number of voter-verified paper ballots which will
25	be subject to a hand count administered by the Election

- 1 Auditor of a State under this subtitle with respect to an
 2 election shall be determined as follows:
- 3 "(1) In the event that the unofficial count as de-4 scribed in section 323(a)(1) reveals that the margin 5 of victory between the two candidates receiving the 6 largest number of votes in the election is less than 1 7 percent of the total votes cast in that election, the hand counts of the voter-verified paper ballots shall 8 9 occur in at least 10 percent of all precincts or equiva-10 lent locations (or alternative audit units used in ac-11 cordance with the method provided for under sub-12 section (b)) in the Congressional district involved (in 13 the case of an election for the House of Representatives) or the State (in the case of any other election 14 15 for Federal office).
 - "(2) In the event that the unofficial count as described in section 323(a)(1) reveals that the margin of victory between the two candidates receiving the largest number of votes in the election is greater than or equal to 1 percent but less than 2 percent of the total votes cast in that election, the hand counts of the voter-verified paper ballots shall occur in at least 5 percent of all precincts or equivalent locations (or alternative audit units used in accordance with the method provided for under subsection (b)) in the Con-

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gressional district involved (in the case of an election for the House of Representatives) or the State (in the case of any other election for Federal office).

"(3) In the event that the unofficial count as described in section 323(a)(1) reveals that the margin of victory between the two candidates receiving the largest number of votes in the election is equal to or greater than 2 percent of the total votes cast in that election, the hand counts of the voter-verified paper ballots shall occur in at least 3 percent of all precincts or equivalent locations (or alternative audit units used in accordance with the method provided for under subsection (b)) in the Congressional district involved (in the case of an election for the House of Representatives) or the State (in the case of any other election for Federal office).

"(b) USE OF ALTERNATIVE MECHANISM.—Notwith18 standing subsection (a), a State may adopt and apply an
19 alternative mechanism to determine the number of voter20 verified paper ballots which will be subject to the hand
21 counts required under this subtitle with respect to an elec22 tion, so long as the alternative mechanism uses the voter23 verified paper ballots to conduct the audit and the National
24 Institute of Standards and Technology determines that the
25 alternative mechanism will be at least as statistically effec-

- 1 tive in ensuring the accuracy of the election results as the
- 2 procedure under this subtitle.
- 3 "SEC. 323. PROCESS FOR ADMINISTERING AUDITS.
- 4 "(a) In General.—The Election Auditor of a State
- 5 shall administer an audit under this section of the results
- 6 of an election in accordance with the following procedures:
- 7 "(1) Within 24 hours after the State announces
- 8 the final unofficial vote count (as defined by the
- 9 State) in each precinct in the State, the Election
- 10 Auditor shall determine and then announce the pre-
- cincts in the State in which it will administer the au-
- 12 dits.
- "(2) With respect to votes cast at the precinct or
- 14 equivalent location on or before the date of the election
- 15 (other than provisional ballots described in paragraph
- 16 (3)), the Election Auditor shall administer the hand
- 17 count of the votes on the voter-verified paper ballots
- required to be produced and preserved under section
- 301(a)(2)(A) and the comparison of the count of the
- votes on those ballots with the final unofficial count
- of such votes as announced by the State.
- 22 "(3) With respect to votes cast other than at the
- precinct on the date of the election (other than votes
- cast before the date of the election described in para-
- 25 graph (2)) or votes cast by provisional ballot on the

- 1 date of the election which are certified and counted by
- 2 the State on or after the date of the election, including
- 3 votes cast by absent uniformed services voters and
- 4 overseas voters under the Uniformed and Overseas
- 5 Citizens Absentee Voting Act, the Election Auditor
- 6 shall administer the hand count of the votes on the
- 7 applicable voter-verified paper ballots required to be
- 8 produced and preserved under section 301(a)(2)(A)
- 9 and the comparison of the count of the votes on those
- 10 ballots with the final unofficial count of such votes as
- 11 announced by the State.
- 12 "(b) Use of Election Personnel.—In admin-
- 13 istering the audits, the Election Auditor may utilize the
- 14 services of election administration personnel of the State or
- 15 jurisdiction, including poll workers, without regard to
- 16 whether or not the personnel have professional auditing ex-
- 17 perience.
- 18 "(c) Location.—The Election Auditor shall admin-
- 19 ister an audit of an election at the location where the ballots
- 20 cast in the election are stored and counted after the date
- 21 of the election, and in the presence of those personnel who
- 22 under State law are responsible for the custody of the bal-
- 23 *lots*.
- 24 "(d) Special Rule in Case of Delay in Reporting
- 25 Absentee Vote Count.—In the case of a State in which

- 1 the final count of absentee and provisional votes is not an-
- 2 nounced until after the expiration of the 7-day period which
- 3 begins on the date of the election, the Election Auditor shall
- 4 initiate the process described in subsection (a) for admin-
- 5 istering the audit not later than 24 hours after the State
- 6 announces the final unofficial vote count for the votes cast
- 7 at the precinct or equivalent location on or before the date
- 8 of the election, and shall initiate the administration of the
- 9 audit of the absentee and provisional votes pursuant to sub-
- 10 section (a)(3) not later than 24 hours after the State an-
- 11 nounces the final unofficial count of such votes.

12 "(e) Additional Audits if Cause Shown.—

- "(1) In General.—If the Election Auditor finds that any of the hand counts administered under this section do not match the final unofficial tally of the results of an election, the Election Auditor shall administer hand counts under this section of such additional precincts (or equivalent jurisdictions) as the Election Auditor considers appropriate to resolve any concerns resulting from the audit and ensure the accuracy of the results.
 - "(2) Establishment and publication of pro-Cedures Governing additional audits.—Not later than August 1, 2008, each State shall establish and publish procedures for carrying out the additional au-

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- 1 dits under this subsection, including the means by
- 2 which the State shall resolve any concerns resulting
- 3 from the audit with finality and ensure the accuracy
- 4 of the results.
- 5 "(f) Public Observation of Audits.—Each audit
- 6 conducted under this section shall be conducted in a manner
- 7 that allows public observation of the entire process.
- 8 "SEC. 324. SELECTION OF PRECINCTS.
- 9 "(a) In General.—Except as provided in subsection
- 10 (c), the selection of the precincts in the State in which the
- 11 Election Auditor of the State shall administer the hand
- 12 counts under this subtitle shall be made by the Election
- 13 Auditor on an entirely random basis using a uniform dis-
- 14 tribution in which all precincts in a Congressional district
- 15 have an equal chance of being selected, in accordance with
- 16 procedures adopted by the Commission, except that at least
- 17 one precinct shall be selected at random in each county.
- 18 "(b) Public Selection.—The random selection of
- 19 precincts under subsection (a) shall be conducted in public,
- 20 at a time and place announced in advance.
- 21 "(c) Mandatory Selection of Precincts Estab-
- 22 lished Specifically For Absentee Ballots.—If a
- 23 State establishes a separate precinct for purposes of count-
- 24 ing the absentee ballots cast in an election and treats all
- 25 absentee ballots as having been cast in that precinct, and

- 1 if the state does not make absentee ballots sortable by pre-
- 2 cinct and include those ballots in the hand count adminis-
- 3 tered with respect to that precinct, the State shall include
- 4 that precinct among the precincts in the State in which
- 5 the Election Auditor shall administer the hand counts
- 6 under this subtitle.
- 7 "(d) Deadline for Adoption of Procedures by
- 8 Commission.—The Commission shall adopt the procedures
- 9 described in subsection (a) not later than March 31, 2008,
- 10 and shall publish them in the Federal Register upon adop-
- 11 tion.
- 12 "SEC. 325, PUBLICATION OF RESULTS.
- 13 "(a) Submission to Commission.—As soon as prac-
- 14 ticable after the completion of an audit under this subtitle,
- 15 the Election Auditor of a State shall submit to the Commis-
- 16 sion the results of the audit, and shall include in the sub-
- 17 mission a comparison of the results of the election in the
- 18 precinct as determined by the Election Auditor under the
- 19 audit and the final unofficial vote count in the precinct
- 20 as announced by the State and all undervotes, overvotes,
- 21 blank ballots, and spoiled, voided or cancelled ballots, as
- 22 well as a list of any discrepancies discovered between the
- 23 initial, subsequent, and final hand counts administered by
- 24 the Election Auditor and such final unofficial vote count
- 25 and any explanation for such discrepancies, broken down

1	by the categories of votes described in paragraphs (2) and
2	(3) of section $323(a)$.
3	"(b) Publication by Commission.—Immediately
4	after receiving the submission of the results of an audit from
5	the Election Auditor of a State under subsection (a), the
6	Commission shall publicly announce and publish the infor-
7	mation contained in the submission.
8	"(c) Delay in Certification of Results by
9	State.—
10	"(1) Prohibiting certification until com-
11	PLETION OF AUDITS.—No State may certify the re-
12	sults of any election which is subject to an audit
13	under this subtitle prior to—
14	"(A) to the completion of the audit (and, if
15	required, any additional audit conducted under
16	section $323(d)(1)$) and the announcement and
17	submission of the results of each such audit to
18	the Commission for publication of the informa-
19	tion required under this section; and
20	"(B) the completion of any procedure estab-
21	lished by the State pursuant to section 323(d)(2)
22	to resolve discrepancies and ensure the accuracy
23	$of\ results.$
24	"(2) Deadline for completion of audits of
25	PRESIDENTIAL ELECTIONS.—In the case of an election

1	for electors for President and Vice President which is
2	subject to an audit under this subtitle, the State shall
3	complete the audits and announce and submit the re-
4	sults to the Commission for publication of the infor-
5	mation required under this section in time for the
6	State to certify the results of the election and provide
7	for the final determination of any controversy or con-
8	test concerning the appointment of such electors prior
9	to the deadline described in section 6 of title 3,
10	United States Code.
11	"SEC. 326. PAYMENTS TO STATES.
12	"(a) Payments For Costs of Conducting Au-
13	DITS.—In accordance with the requirements and procedures
14	of this section, the Commission shall make a payment to
15	a State to cover the costs incurred by the State in carrying
16	out this subtitle with respect to the elections that are the
17	subject of the audits conducted under this subtitle.
18	"(b) Certification of Compliance and Antici-
19	PATED COSTS.—
20	"(1) Certification required.—In order to re-
21	ceive a payment under this section, a State shall sub-
22	mit to the Commission, in such form as the Commis-
23	sion may require, a statement containing—
24	"(A) a certification that the State will con-
25	duct the audits required under this subtitle in

1	accordance with all of the requirements of this
2	subtitle;
3	"(B) a notice of the reasonable costs in-
4	curred or the reasonable costs anticipated to be
5	incurred by the State in carrying out this sub-
6	title with respect to the elections involved; and
7	"(C) such other information and assurances
8	as the Commission may require.
9	"(2) Amount of payment.—The amount of a
10	payment made to a State under this section shall be
11	equal to the reasonable costs incurred or the reason-
12	able costs anticipated to be incurred by the State in
13	carrying out this subtitle with respect to the elections
14	involved, as set forth in the statement submitted
15	under paragraph (1).
16	"(3) Timing of notice.—The State may not
17	submit a notice under paragraph (1) until candidates
18	have been selected to appear on the ballot for all of
19	the elections for Federal office which will be the sub-
20	ject of the audits involved.
21	"(c) Timing of Payments.—The Commission shall
22	make the payment required under this section to a State
23	not later than 30 days after receiving the notice submitted
24	by the State under subsection (b).

1	"(d) Recoupment of Overpayments.—No payment
2	may be made to a State under this section unless the State
3	agrees to repay to the Commission the excess (if any) of—
4	"(1) the amount of the payment received by the
5	State under this section with respect to the elections
6	$involved;\ over$
7	"(2) the actual costs incurred by the State in
8	carrying out this subtitle with respect to the elections
9	involved.
10	"(e) Authorization of Appropriations.—There are
11	authorized to be appropriated to the Commission for fiscal
12	year 2008 and each succeeding fiscal year \$100,000,000 for
13	payments under this section.
14	"SEC. 327. EXCEPTION FOR ELECTIONS SUBJECT TO RE-
15	COUNT UNDER STATE LAW PRIOR TO CER-
16	TIFICATION.
17	"(a) Exception.—This subtitle does not apply to any
18	election for which a recount under State law will commence
19	prior to the certification of the results of the election, includ-
20	ing but not limited to a recount required automatically be-
21	cause of the margin of victory between the two candidates
22	receiving the largest number of votes in the election, but
23	only if each of the following applies to the recount:
24	"(1) The recount commences prior to the deter-
25	mination and announcement by the Election Auditor

1	under section 323(a)(1) of the precincts in the State
2	in which it will administer the audits under this sub-
3	title.
4	"(2) If the recount would apply to fewer than
5	100% of the ballots cast in the election—
6	"(A) the number of ballots counted will be
7	at least as many as would be counted if an audit
8	were conducted with respect to the election in ac-
9	cordance with this subtitle; and
10	"(B) the selection of the precincts in which
11	the recount will be conducted will be made in ac-
12	cordance with the random selection procedures
13	applicable under section 324.
14	"(3) The recount for the election meets the re-
15	quirements of section 323(e) (relating to public obser-
16	vation).
17	"(4) The State meets the requirements of section
18	325 (relating to the publication of results and the
19	delay in the certification of results) with respect to
20	$the\ recount.$
21	"(b) Clarification of Effect on Other Require-
22	MENTS.—Nothing in this section may be construed to waive
23	the application of any other provision of this Act to any
24	election (including the requirement set forth in section
25	301(a)(2) that the voter verified paper ballots serve as the

1	vote of record and shall be counted by hand in all audits
2	and recounts, including audits and recounts described in
3	$this\ subtitle).$
4	"SEC. 328. EFFECTIVE DATE.
5	"This subtitle shall apply with respect to elections for
6	Federal office beginning with the regularly scheduled gen-
7	eral elections held in November 2008.".
8	(b) Availability of Enforcement Under Help
9	America Vote Act of 2002.—Section 401 of such Act (42
10	U.S.C. 15511), as amended by section 3, is amended—
11	(1) in subsection (a), by striking the period at
12	the end and inserting the following: ", or the require-
13	ments of subtitle C of title III.";
14	(2) in subsection (b)(1), by striking "303" and
15	inserting "303, or subtitle C of title III,"; and
16	(3) in subsection (c)—
17	(A) by striking "subtitle A" and inserting
18	"subtitles A or C", and
19	(B) by striking the period at the end and
20	inserting the following: ", or the requirements of
21	subtitle C of title III.".
22	(c) Guidance on Best Practices for Alternative
23	Audit Mechanisms.—
24	(1) In general.—Not later than May 1, 2008,
25	the Director of the National Institute for Standards

- 1 and Technology shall establish guidance for States 2 that wish to establish alternative audit mechanisms under section 322(b) of the Help America Vote Act of 3 2002 (as added by subsection (a)). Such guidance shall be based upon scientifically and statistically 6 reasonable assumptions for the purpose of creating an 7 alternative audit mechanism that will be at least as 8 effective in ensuring the accuracy of election results 9 and as transparent as the procedure under subtitle C 10 of title III of such Act (as so added).
- 11 (2) AUTHORIZATION OF APPROPRIATIONS.—
 12 There are authorized to be appropriated to carry out
 13 paragraph (1) \$100,000, to remain available until ex14 pended.
- 15 (d) CLERICAL AMENDMENT.—The table of contents of 16 such Act is amended by adding at the end of the items relat-17 ing to title III the following:

"Subtitle C—Mandatory Manual Audits

[&]quot;Sec. 321. Requiring audits of results of elections.

[&]quot;Sec. 322. Number of ballots counted under audit.

[&]quot;Sec. 323. Process for administering audits.

[&]quot;Sec. 324. Selection of precincts.

[&]quot;Sec. 325. Publication of results.

[&]quot;Sec. 326. Payments to States.

[&]quot;Sec. 327. Exception for elections subject to recount under State law prior to certification.

[&]quot;Sec. 328. Effective date.".

	00				
1	SEC. 5. REPEAL OF EXEMPTION OF ELECTION ASSISTANCE				
2	COMMISSION FROM CERTAIN GOVERNMENT				
3	CONTRACTING REQUIREMENTS.				
4	(a) In General.—Section 205 of the Help America				
5	Vote Act of 2002 (42 U.S.C. 15325) is amended by striking				
6	subsection (e).				
7	(b) Effective Date.—The amendment made by sub-				
8	section (a) shall apply with respect to contracts entered int				
9	by the Election Assistance Commission on or after the date				
10	of the enactment of this Act.				
11	SEC. 6. EFFECTIVE DATE.				
12	Except as otherwise provided, this Act and the amend-				
13	ments made by this Act shall apply with respect to the regu-				
14	larly scheduled general election for Federal office in Novem-				

15 ber 2008 and each succeeding election for Federal office.

Union Calendar No. 91

110TH CONGRESS H. R. 811

[Report No. 110-154]

A BILL

To amend the Help America Vote Act of 2002 to require a voter-verified permanent paper ballot under title III of such Act, and for other pur-

May 16, 2007

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed