



FLORIDA DEPARTMENT *of* STATE

Florida Department of State
Office of Election Crimes and Security
Annual Report to Governor and Legislature

January 15, 2026

EXECUTIVE SUMMARY

Consistent with its statutory obligations, the Office of Election Crimes and Security (OECS) provides this annual report to update the Governor, the President of the Senate, and the Speaker of the House of Representatives on the work OECS completed in 2025. *See* § 97.022, Fla. Stat. Throughout this past year, OECS conducted several preliminary investigations into alleged election crimes and irregularities, leading to several referrals, arrests, and convictions. A brief summary of its work in 2025 includes the following:

- OECS received 3,478 complaints, 867 of which were referred in 2025.
- 44 individuals referred by OECS were arrested for and/or convicted of election-related crimes.
- OECS completed preliminary investigations into the citizenship status of more than 835 individuals. OECS found that at least 198 of those individuals were likely noncitizens who illegally registered and/or voted in Florida, 170 of whom were referred to law enforcement.
- OECS investigated 194 individuals alleged to have voted and/or registered despite their status as convicted felons whose respective right to vote had not been restored. OECS referred 45 of those individuals to law enforcement.
- OECS received 196 complaints alleging that individuals voted in both Florida and another state for the same election, 108 of whom have been referred for removal from the voter roll and/or criminal investigation and prosecution.
- OECS opened 123 preliminary investigations into individuals alleged to have cast two ballots in the same election within the state of Florida, several of whom will be referred to law enforcement in the coming weeks.
- OECS opened preliminary investigations into 1,517 complaints alleging illegal petition circulation activity affecting thousands of alleged victims. Of those complaints, 337 have been referred to law enforcement.

Based on its work, OECS makes the following five recommendations to the Legislature for further strengthening the integrity of Florida's elections in the future:

- Consider extending the statute of limitations for election crimes.
- Consider giving OECS the ability to subpoena documents.
- Consider adding a tracking mechanism on petition forms for personal use.
- Consider adding a penalty for misrepresenting the effect of a proposed amendment.
- Consider adding an exception to circulator right restoration for felons convicted of felonies of moral turpitude (e.g., fraud, theft, forgery) or felony violations of the Election Code.

I. INTRODUCTION

The Office of Election Crimes and Security (OECS) is tasked with investigating allegations of election law violations and election irregularities in the state of Florida. § 97.022(1)-(2), Fla. Stat. OECS is to report its findings, where warranted, to law enforcement for further criminal investigation and prosecution. *See* § 97.022(1), Fla. Stat. (citing § 97.012(15), Fla. Stat.). Then, by January 15 of each year, OECS must submit a report to the Governor, the President of the Senate, and the Speaker of the House of Representatives detailing OECS's work during the past calendar year. § 97.022(7), Fla. Stat. Consistent with its statutory obligations, OECS provides this annual report to update you on the work OECS completed in 2025.

Florida leads the nation in election security and integrity, in large part due to our state's commitment to identifying and preventing election law violations and irregularities. Since its inception in 2022, OECS has received over 8,700 complaints of alleged instances of election law violations and irregularities, thousands of which have been referred to law enforcement and other election officials after OECS conducted preliminary investigations. This past year alone, OECS received 3,478 complaints, 867 of which have been referred thus far. 44 individuals referred by OECS were arrested for and/or convicted of election-related crimes in 2025, with several more arrests and convictions expected in the near future as law enforcement continues its investigations.

The following report details OECS's work on several of these cases and provides recommendations for strengthening the integrity of Florida's elections in the future.

II. ILLEGAL VOTING/REGISTRATION

A. OECS Investigations of Noncitizen Voting and Registration

Noncitizens are not permitted to vote or register to vote in the state of Florida. *See* Art. IV, § 2, Fla. Const.; § 97.041(1)(a)2., Fla. Stat. Those who do expose themselves to criminal liability. *See* §§ 104.011, 104.15, 104.155, 817.155, Fla. Stat.; 18 U.S.C. §§ 611, 1015. Despite the unequivocal laws on the subject, several noncitizens have registered and voted in Florida.

In 2025, OECS took a number of affirmative steps to restrict noncitizens from registering and voting. OECS completed preliminary investigations into the citizenship status of more than 835 individuals and is in the process of completing several more.¹ Each investigation typically consisted of reviewing the voter's registration and voting history; Florida Department of Highway Safety and Motor Vehicles profile; documents potentially relevant to citizenship, including birth certificates, passports, and orders of naturalization; and the federal government's confirmation of citizenship status in the Department of Homeland Security's Systematic Alien Verification for

¹ These individuals were brought to OECS's attention in several different ways. Some were identified in response to OECS's request to the Supervisors of Elections to be notified of all individuals removed from the voter rolls based on lack of U.S. citizenship. Others were identified in Election Fraud Complaints submitted by the Supervisors of Elections and members of the public. Others were identified by state and federal law enforcement partners. Others were identified internally by the Department of State/OECS by using data comparison.

Entitlements Program (SAVE). After carefully reviewing all the relevant facts and circumstances, OECS found that at least 198 of those individuals were likely noncitizens who illegally registered and/or voted in Florida. OECS sent 170 of the individuals to state and federal law enforcement for further criminal investigation and prosecution. The remaining 28 individuals were referred to the Division of Elections for list maintenance.

OECS spent much of this year building relationships with several federal law enforcement agencies, including the Department of Homeland Security, Department of Justice, and U.S. Department of State. OECS worked with its federal partners on over 285 investigations in 2025. This has led to a better exchange of information between the state of Florida and the federal government, particularly as it relates to noncitizens. *See App. A.* It has also led to an increased number of arrests and prosecutions related to noncitizen voting and registration, as both state and federal prosecutors are pursuing these cases. OECS anticipates that these arrests and prosecutions will continue in 2026, as several noncitizen cases are currently under preliminary investigation and OECS continues to receive new complaints each day.

Examples of OECS's noncitizen referrals that resulted in criminal prosecution this year are described in greater detail below:

1. *James Ross Wightman – Miami-Dade County Case No. 2025-CF-1433*

OECS began investigating James Ross Wightman after it received information alleging that Wightman was an illegal alien who voted and/or registered to vote in Florida. During its investigation, OECS used the Department of Homeland Security's SAVE database, which confirmed that Wightman was a noncitizen from the United Kingdom. Wightman was deported from the United States in 1989 following an arrest for a drug offense. He subsequently returned to the United States, where he claimed that he was a U.S. citizen on a voter registration application in 2000 and presented a fictitious Ohio birth certificate to the Florida Department of Highway Safety and Motor Vehicles in 2013. Wightman then went on to illegally vote in six local and national elections in 2022, 2023, and 2024. Following a joint investigation conducted by OECS, FDLE, the U.S. Department of State, the Department of Homeland Security, and the Miami-Dade County Supervisor of Elections Office, Wightman was arrested in January 2025. *App. B.* In May 2025 Wightman entered a guilty plea and was convicted of six third-degree felonies (voting as an unqualified elector – § 104.15, Fla. Stat.). *App. C.*

2. *Gordon Louis – S.D. Fla. Case No. 1:25-cr-20237*

In April 2025, OECS opened a preliminary investigation into Gordon Louis after receiving information alleging that he was a noncitizen from Haiti who voted in the 2020 General Election. OECS conducted a search using the SAVE database, which indicated that Louis was a legal permanent resident, not a U.S. citizen. OECS subsequently learned that Louis was ineligible to vote due to his status as a felon: Louis was previously convicted of possession with intent to distribute cocaine and carrying a firearm in furtherance of a drug-trafficking crime. OECS also reviewed Louis's Florida voting history and found that after he registered to vote in 2001, Louis

voted in 7 elections and attempted to vote in 2 others. In May 2025, OECS referred Louis to the Department of Homeland Security (DHS) for federal investigation and prosecution on the 2020 General Election vote. App. D. However, none of the other instances of voting or registration could be charged because the statutes of limitations for both the state and federal crimes had lapsed (3 years for state charges and 5 years for federal charges). Louis was subsequently indicted on three charges: (1) casting a false ballot in the 2020 General Election (52 U.S.C. § 20511(2)(B)); (2) voting by an alien in the 2020 General Election (18 U.S.C. § 611(a)); and (3) False statement related to naturalization (18 U.S.C. § 1015(a)). App. E. The case is currently set for jury trial to begin in 2026.

3. *Jacqueline Dianne Wallace – N.D. Fla. Case No. 5:25-cr-20*

OECS began investigating Jacqueline Dianne Wallace, a noncitizen from Jamaica who overstayed her visa in the United States, after receiving information that she may have illegally voted and/or registered to vote in violation of state and federal law. During its investigation, OECS confirmed that Wallace was listed as a noncitizen through the SAVE database. OECS also determined that Wallace registered to vote online in January 2024 and voted by mail in the 2024 Presidential Primary Election. In April 2025, OECS referred Wallace to Homeland Security Investigations (HSI) for further criminal investigation and prosecution. *See* App. F. OECS's referral packet included the IP address that was used to submit her online voter registration application. HSI was able to use this information to determine that the registration application was submitted from an IP address registered to Gulf Coast State College (the school that Wallace attends) and that the user would have needed Wallace's unique student login credentials. App. G. In May 2025, Wallace was charged with (1) knowingly making a false statement and claiming that she was a citizen of the United States in order to register to vote and to vote in any federal, state, or local election (18 U.S.C. § 1015(f)); and (2) knowingly voting in an election, knowing she was not a U.S. citizen (18 U.S.C. § 611(a)). App. H. Wallace's case is currently set for jury trial in 2026.

4. *Michael Ralph Rigby – S.D. Fla. Case No. 9:25-cr-80095*

OECS began a preliminary investigation into Michael Ralph Rigby in April 2025, and the case was referred to both FDLE and DHS for further criminal investigation and prosecution. App. D. During its investigation, OECS used the SAVE database, which confirmed that Rigby was a noncitizen. OECS confirmed his identity and voting history and provided the relevant documentation with the referral. Rigby is a noncitizen from Turks and Caicos who entered the United States in 1984 under a then-valid visitor visa. Upon expiration of his visitor visa, Rigby did not leave the United States; he lived in Palm Beach County, Florida. Throughout the years, Rigby twice submitted Florida voter registration applications in which he falsely claimed to be a United States citizen, and he voted in primary and general elections dating back to 2012 and most recently in July 2022. App. I. In June 2025, Rigby was indicted on 3 federal counts related to his voter history. The first two counts alleged that Rigby lied under oath by making each of the following statements in an application to register as a permanent resident: (1) he had never not worked in the

United States without authorization; (2) he had never falsely claimed to be a U.S. citizen; (3) he had never voted in violation of any federal, state, or local law; and (4) he had never engaged in any other unlawful activity. The third count alleged that Rigby violated 18 U.S.C. § 611(a), which prohibits noncitizens from voting. App. J. Rigby entered into a plea agreement in November 2025. Based on that plea agreement, Rigby was convicted of the second and third counts, and the first count was dismissed. App. K. Rigby's case is set for a sentencing hearing in 2026.

5. *Svitlana and Yelyzaveta Demydenko – S.D. Fla. Case No. 9:25-cr-80068*

OECS began investigating Svitlana and Yelyzaveta Demydenko, a mother and daughter from Ukraine who became legal permanent residents in the United States, after receiving information that the two women may have illegally voted in the 2024 General Election. During its investigation, OECS searched the SAVE database, which confirmed that both Svitlana and Yelyzaveta were noncitizens. A review of their voter histories revealed that they registered to vote online on August 18, 2024, and that a little over two months later, on October 31, 2024, Svitlana and Yelyzaveta voted in the 2024 General Election. After conducting its preliminary investigation, OECS referred this case to both state and federal law enforcement for further criminal investigation and prosecution. *See* App. L; App. M. Law enforcement interviewed Svitlana and Yelyzaveta, both of whom admitted that they registered to vote online and voted in the 2024 General Election. They told law enforcement that their reasons for voting were “to make a difference” and “to support the country.” App. N. In May 2025, Svitlana and Yelyzaveta were each charged with one count of alien voting in violation of 18 U.S.C. § 611(a). App. O. Their case is set for trial to begin in 2026.

B. OECS Investigations of Felon Voting and Registration

A person convicted of a felony is not qualified to vote or register to vote in the state of Florida unless his or her right to vote has been restored. §§ 97.041, 98.0751, Fla. Stat.; Art. VI, § (4)(a), Fla. Const. For most felonies, restoration occurs upon completion of all terms of sentence. Art. VI § (4), Fla. Const.; § 98.0751(1)-(2), Fla. Stat. For felony sexual offenses and murder, however, restoration only occurs if the individual receives clemency. § 98.0751(1), Fla. Stat.; Art. IV, § 8, Fla. Const. A convicted felon who votes or registers to vote without his or her right to vote having been restored commits a third-degree felony. §§ 104.011, 104.15, Fla. Stat.

Ineligible felons illegally participate in Florida elections by voting and registering to vote. OECS proactively seeks out such instances by reviewing voter activity of felons; conducting preliminary investigations; and working with law enforcement to gather any information/documents they need in order to secure successful prosecutions. In 2025, OECS investigated 194 individuals alleged to have voted and/or registered despite their status as convicted felons whose right to vote had not been restored. OECS found that at least 45 of those individuals appear to be convicted felons who registered and/or voted in Florida without first having their right to vote restored. Those cases were referred to FDLE and the Office of Statewide Prosecution. OECS anticipates more felon referrals in the coming year.

Examples of OECS's felon referrals that resulted in criminal prosecution this year are described in greater detail below:

1. *Gerald Kight – Putnam County Case No. 2025-CF-494*

OECS conducted a preliminary investigation into allegations that Gerald Kight, a convicted felon and registered sex offender, voted in multiple elections despite being prohibited under Florida law. Kight was convicted in St. Johns County of attempted lewd or lascivious assault upon a child, a felony sexual offense. App. P; App. Q. In 2022, Kight cast an early ballot in the August 2022 Primary Election. Shortly thereafter, the Putnam County Supervisor of Elections sent a Kight a felon letter regarding his voter eligibility. Kight responded to the letter with a signed statement acknowledging he is unqualified to vote due to his felon status and he was subsequently removed from the voter rolls on October 7, 2022. Notwithstanding his acknowledgment of ineligibility to vote, on February 22, 2023, Mr. Kight proceeded to reregister to vote in Putnam County, providing false information on his voter registration application. In 2024, Kight cast an early vote ballot in each of three elections: the 2024 Presidential Preference Primary Election, the 2024 Primary Election, and the 2024 General Election. Following its investigation, OECS referred this case to FDLE in November 2024. App. P. In May 2025, Kight was arrested and charged with three counts of voting by an unqualified elector and one count of false affirmation in connection with voting or elections, all third-degree felonies. App. R; App. S. On August 14, 2025, Kight pleaded guilty to all four counts. App. T. The court withheld adjudication and sentenced Kight to 42 months' probation. App. U.

2. *Jamie M. Caloway - Leon County Case No. 2025-CF-3281*

In July 2025, OECS referred Jamie M. Caloway to FDLE after conducting a preliminary investigation into allegations that Jamie M. Caloway, a felon and registered sex offender, registered and voted in multiple elections despite being prohibited under Florida law. App. V. In 2000, Caloway was convicted of two counts of statutory rape and one count of enticing a child for indecent purposes in Early County, Georgia. In 2020, Caloway was convicted of grand theft in Leon County, Florida. Despite her status as a convicted felon whose right to vote had not been restored, Ms. Caloway registered to vote in the state of Florida in July 2018. Then, while she was on probation for her grand theft conviction, Caloway voted in the 2020 Primary Election, 2020 General Election, and 2022 Primary Election. Following the 2022 Primary Election, Caloway received and signed instructions from the Department of Corrections about felon voter ineligibility. She was then sent a felon letter by the Leon County Supervisor of Elections regarding her voter eligibility and was removed from the voter roll in January 2023. On August 27, 2024, however, Caloway re-registered to vote in violation of section 104.011, Florida Statutes. Ms. Caloway then proceeded to vote in the 2024 General Election, violating section 104.15, Florida Statutes. App. W. In December 2025, Caloway was arrested for submission of false voter registration information and voting by an unqualified elector. Her case is ongoing.

V. CONCLUSION AND RECOMMENDATIONS

Throughout 2025, OECS conducted a significant number of preliminary investigations into alleged violations of the Election Code, leading to several referrals, arrests, and convictions. *See, e.g., App. GG.* Based on this work, OECS makes the following recommendations for further strengthening the integrity of Florida's elections in the future:

- **Consider extending the statute of limitations for election crimes.** In general, the statute of limitations in the state of Florida for election crimes is three years. However, sometimes OECS does not become aware of allegations that an election crime has been committed until after the statute of limitations has passed. Those cases cannot then be charged by prosecutors. To avoid such situations in the future, OECS asks that the Legislature consider extending the statute of limitations for election crimes to ensure that such crimes can be prosecuted.
- **Consider giving OECS the ability to subpoena documents.** OECS has faced issues receiving documents from certain other states in relation to its preliminary investigations. Several states have informed OECS that they are only willing to send the requested documents if they first receive a subpoena. OECS asks that the Legislature consider giving OECS the ability to subpoena documents to better enable OECS to conduct its investigations, particularly those with other states.
- **Consider adding a tracking mechanism on petition forms for personal use.** HB 1205 limited the number of petition forms that an individual may collect, deliver, or otherwise possess if he or she is not registered as a petition circulator. *See* § 104.188, Fla. Stat. However, the petition form for personal use does not indicate who collected, delivered, or possessed the form. OECS is therefore unable to determine who to refer in most individual use cases. OECS asks that the Legislature consider adding a tracking mechanism so that the personal use form would indicate who collected, delivered, or possessed such form.
- **Consider adding a penalty for misrepresenting the effect of a proposed amendment.** HB 1205 gave the Division of Elections the authority to revoke the registration of a petition circulator who violates section 100.371 and to invalidate the petition forms submitted by the circulator. *See* § 100.371(4)(e), (14)(h), Fla. Stat. OECS has received many notices from voters stating that the circulator who collected their petition wholly misstated the effect of the proposed amendment. However, section 100.371 does not expressly prohibit such conduct. Accordingly, OECS asks that the Legislature consider adding a prohibition to section 100.371 that will allow the Division to revoke the registration of a circulator who lies to the voter to induce a signature. OECS also asks that the Legislature consider adding a criminal violation to chapter 104, Florida Statutes, for misrepresenting the effect of a proposed constitutional amendment.

- **Consider adding an exception to circulator right restoration for felons convicted of felonies of moral turpitude or felony violations of the Election Code.** HB 1205 prohibited a felon from collecting signatures or initiative petitions unless his or her right to vote has been restored. *See* § 100.371(4)(b)1., Fla. Stat. Under the law, all felons—including those convicted of felonies of moral turpitude (e.g., fraud, theft, forgery) or felony violations of the Election Code—are therefore eligible to collect signatures once they complete all terms of their sentence or receive clemency. OECS asks that the Legislature consider adding an exception to circulator right restoration by prohibiting felons from collecting signatures or initiative petitions if they have been convicted of a felony of moral turpitude or a felony violation of the Election Code.

Finally, OECS would like to thank our partners at the Florida Attorney General’s Office, FDLE, the Department of Corrections, the Department of Highway Safety and Motor Vehicles, the Department of Homeland Security, the Department of Justice, the U.S. Department of State, and the 67 county Supervisors of Elections who each played important roles by assisting the OECS in identifying and investigating many of these election crime cases. OECS looks forward to continuing this important work in the future.