



UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, DC 20301-4000

PERSONNEL AND
READINESS

MAR 17 2011

The President Barack Obama
The White House
1600 Pennsylvania Avenue, NW
Washington, DC 20500

Dear Mr. President:

On behalf of the Secretary of Defense and in accordance with the *Uniformed and Overseas Citizens Absentee Voting Act*, I am pleased to forward to you the **2009 Annual Report on the Effectiveness of Activities** of the Federal Voting Assistance Program, which contains information on absentee voting by uniformed services and overseas civilian voters.

The Report provides information obtained from an assessment of the effectiveness of Federal Voting Assistance programs. In addition, the report details an assessment and evaluation of the four federal Congressional Special Elections held in 2009, as well as the Massachusetts Special Election for the United States Senate.

The enactment of the *Military and Overseas Voter Empowerment Act*, included in the *National Defense Authorization Act for Fiscal Year 2010*, will strengthen voting opportunities for uniformed services and overseas voters, and the Department is moving ahead aggressively to implement the new programs contained in that *Act*.

Should you have any questions or desire additional information, do not hesitate to contact me or the Director, Federal Voting Assistance Program.

Respectfully yours,

Clifford L. Stanley

Enclosure:
As stated





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WASHINGTON, DC 20301-4000

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MAR 17 2011

The Honorable Joseph R. Biden, Jr.
President of the Senate
S-212 Capitol Building
Washington, D.C. 20510-0012

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WASHINGTON, DC 20301-4000

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MAR 17 2011

The Honorable John A. Boehner
Speaker of the House
U.S. House of Representatives
Washington, DC 20515

Dear Mr. Speaker:

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Clifford L. Stanley

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As stated



Federal Voting Assistance Program



**2009 ANNUAL REPORT ON THE EFFECTIVENESS OF ACTIVITIES AND UTILIZATION OF
CERTAIN PROCEDURES**

March 2011

This report has been prepared by the staff of the
Federal Voting Assistance Program
Washington, DC

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Requirements for this Report

Section 105A(b) of the *Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA, 42 USC 1973ff et sec)*, as amended by the *Military Overseas Voter Empowerment Act (MOVE Act, Subtitle H, of the National Defense Authorization Act for Fiscal Year 2010, P.L. 111-84)* requires the Department of Defense (DoD) to submit to Congress by March 31st an Annual Report assessing the effectiveness of voting assistance activities carried out under Section 103B of *the Act* including an assessment of: voter registration by absent uniformed service voters; an assessment of voter participation by absent uniformed service voters; voter registration by nonmilitary overseas voters; an assessment of voter participation by non military overseas voters, and a description of the cooperation between State and the Federal Government.

General Voter Assistance

This Annual Report details an assessment of the activities carried out by the Federal Voting Assistance Program (FVAP) during the 2009 calendar year. Such activities include: website enhancements; electronic tools for enfranchising *UOCAVA* voters; improvements to existing voter outreach programs; streamlining and modernizing the *Voting Assistance Guide* and other voting promotional materials, and conducting voter and Election Official training and voting workshops worldwide.

This report includes an assessment and evaluation of the four federal Congressional Special General Elections conducted in 2009 as well as the Massachusetts Special General Election for the United States Senate held on January 19, 2010. These five elections show that *UOCAVA* citizens are particularly disenfranchised by the short absentee ballot transit times imposed by Special General Elections. Accordingly, FVAP is recommending that states email blank absentee ballots to *UOCAVA* voters, post those same ballots online in downloadable form, send all special election ballots out at least 45 days prior to the election, and announce special elections at least 90 days prior to the election. This should provide military and overseas voters sufficient opportunity to register to vote and make application for an absentee ballot in time to receive, vote and return the absentee ballot.

Installation Voter Assistance Offices

Section 105A(b)(2) of *UOCAVA* also requires that this report provide a “description of the utilization of voter registration assistance” at Installation Voting Assistance Offices (IVAOs) under 10 U.S.C. Section 1566a.

Title 10 USC 1566a allows the Secretary of Defense to authorize the Service Secretaries to designate those IVAOs as Voter Registration Agencies under Section 7(a)(2) of the *National Voter Registration Act (NVRA)*. Given the October 28, 2009 enactment of this provision of *UOCAVA*, and considering that the Department of Defense and the Services were operating under Continuing Resolution Authority that prohibits the initiation of new programs, the NVRA facility establishment process was delayed until a final appropriation act was enacted.

FVAP is currently coordinating with the DoD and the Uniformed Services a complete revision of DoD Directive 1000.04 (Federal Voting Assistance Program), to include instructions to the Services for fulfilling all aspects of the *NVRA*. As an interim measure, DoD issued a

Directive Type Memorandum dated November 15, 2010, which directed the Services to establish Installation Voter Assistance Offices on every military installation and to designate these offices as voter registration agencies under *NVRA*. That Directive Type Memorandum, as well as the Service implementing directives, are attached at Annex A of this report. Finally, FVAP conducted a robust training and assistance visit program in late summer 2010 at 36 major military concentration areas to assist the Services in fully implementing the IVAO and *NVRA* requirements of the *MOVE Act*.

Voter Outreach and Communications

As required by Section 103B(2) of the *MOVE Act*, this Annual Report details the voter notification efforts undertaken by FVAP in 2009 and efforts planned for the 2010 general election.

State-Federal Cooperation

This report highlights FVAP's state-federal cooperation programs, particularly in the 2009-2010 Massachusetts Special Primary and General Elections. It also details the State Legislative Initiatives that FVAP recommends and the percentage change since 2000 that each initiative has experienced.

Developing and publishing this report as required in odd numbered years in which few federal elections occur may not provide sufficient information to warrant the time, effort and expense expended in preparing the report. In addition, the March 31 deadline provides very little time to collect, synthesize and thoughtfully analyze post election survey data on which program evaluations and policy decisions are based.

FEDERAL VOTING ASSISTANCE PROGRAM

Annual Report on the Effectiveness of Activities and Utilization of Certain Procedures

The *Uniformed and Overseas Citizens Absentee Voting Act of 1986 (UOCAVA)*, 42 USC §1973ff *et seq*, covers the voting rights of absent Uniformed Service members (including the Coast Guard, the Commissioned Corps of the Public Health Service, and the National Oceanic and Atmospheric Administration), and the Merchant Marine, their dependents of voting age, and all other U.S. citizens residing outside the United States. *UOCAVA* requires the states and territories to allow these citizens to register and vote in elections for federal office using absentee voting procedures and provides the authority for the administration of federal voting assistance responsibilities. *UOCAVA* covers 1.51 million active duty members, just over one million military dependents of voting age, and approximately two to four million overseas citizens not affiliated with the federal government.

The Secretary of Defense is the Presidential Designee for administration of the federal functions of *UOCAVA*¹. The Secretary has delegated performance responsibilities to the Under

¹ Executive Order 12642, June 8, 1988, 53 FR 21975, 3 CFR, 1988 Comp., p. 575

Secretary of Defense (Personnel & Readiness), who is responsible for designating the Director of the Federal Voting Assistance Program (FVAP).²

In October 2009, *UOCAVA* was amended by the *Military and Overseas Voter Empowerment Act (MOVE Act)*. Section 105A(b) of *UOCAVA*, as amended by the *MOVE Act*, requires an annual report by the Department of Defense to Congress by March 31st on:

- the effectiveness of FVAP activities carried out under Section 103B of *UOCAVA*;
- an assessment of voter registration and participation by absent Uniformed Services voters;
- an assessment of voter registration and participation by overseas citizens not associated with the Uniformed Services; and ,
- a description of cooperation between states and the federal government in carrying out the requirements of *UOCAVA*.

This report covers activities from January 1, 2009 through January 19, 2010, the date of the Special General Election for U.S. Senator in Massachusetts. Although this falls outside the mandated reporting period, it was the follow-on to the December 9, 2009 Special Primary Election, and therefore this report was extended to complete that election cycle.

Assessment of Federal Voting Assistance Program Activities

The *UOCAVA* absentee voting process is confusing to many military and overseas voters, and the Federal Voting Assistance Program (FVAP) works to mediate the process and assist those voters. FVAP offers services to each part of the *UOCAVA* population: Uniformed Service members and their dependents, overseas civilians, Voting Assistance Officers (VAO's) and State and Local Election Officials (LEO's). This report section is required in part to evaluate the effectiveness of the program.

FVAP Website

FVAP attempts to provide as much voting assistance as possible directly to the voter through its website. The FVAP website (www.fvap.gov) provides comprehensive, state-specific absentee voting information for all citizens covered by *UOCAVA*. Prior to the 2008 general election, the Department worked with web design specialists to streamline and restructure the site to eliminate redundancies and simplify website maintenance. The website is user friendly and checks are in place to ensure information is updated regularly. It is this agencies primary tool to ensure the uniformity and quality of voting assistance provided, give voters an independent means of executing their voting rights, and to leverage the online and information technology tools available to make the *UOCAVA* voting process quicker, more seamless, and more intuitive.

Currently available data from the Federal Voting Assistance Program's 2008 Post-Election Report indicates those who used the FVAP website were satisfied with it. In particular:

² Department of Defense Directive 1000.04, "Federal Voting Assistance Program," secs. (1)(a), 4, 14 April, 2004.

- 74% of registered³ active duty military that accessed and used the FVAP website were satisfied.
- 89% of Unit Voting Assistance Officers who accessed and used the FVAP website were satisfied;
- 91% of Department of State Voting Assistance Officers who accessed and used the FVAP website were satisfied.

Voter Registration and Ballot Delivery System

From July 2008 until March 31, 2009, the FVAP website hosted the Voter Registration and Ballot Delivery (VRBD) system. This included an automated version of the Federal Post Card Application (FPCA) embedded with state specific requirements that produced an electronic version of the FPCA for voters to print, sign, and submit to their LEOs. This feature provided citizens who are covered by the *Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA)* a new and improved way to complete their FPCAs independently. In total, the system guided 21,635 Uniformed Service members and overseas citizens through completion of the electronic form.

The system also included options for states to receive the FPCA for registration and ballot request, as well as provide a blank ballot to the voter via a secure server. Citizens from 425 local election offices (5.4% of the 7,886 local election jurisdictions as determined by FVAP and the Defense Manpower Data Center) in 11 states (20% of the 55 states and territories: Arkansas, Iowa, Kentucky, Montana, Nebraska, New Mexico, Pennsylvania, South Dakota, Utah, West Virginia, and Washington) could use one or both of these features. From July 23 – November 4, 2008, 780 citizens uploaded ballot request forms to local election offices, and 124 voters downloaded their blank ballots. The total cost of this program was \$600,000, or \$26.62 per completed transaction.

Deployment of the systems late in the election cycle, limited ability to advertise it among UOCAVA voters, separate user account registration requirements, limited ability to tailor the system to unique state election management requirements, and separate login and verification systems, drove down both Election Official and UOCAVA voter participation. FVAP has incorporated many of these lessons learned in the planned development and deployment of its online Federal Post-Card Application wizard, Federal Write-in Absentee Ballot wizard (collectively given the program title of “Automated Register, Request and Receive Ballot Process System,” or R3) and a state-specific precinct-level online ballot delivery marking wizard.

Automated Register, Request and Receive Ballot Process System

In 2009, FVAP initiated a new electronic tool to facilitate voter registration and absentee ballot request, the Automated Register, Request and Receive Ballot Process (R3). The R3 process was originally comprised of three sub-processes: 1) the ability for Uniformed and overseas civilians to electronically complete the Federal Post Card Application (FPCA) for voter

³ Unfortunately, the 2008 Post-Election Survey continued the prior FVAP survey practice of only asking voting assistance experience questions of those respondents who said they were registered to vote. This survey error has been corrected with the 2010 Post-Election Survey

registration and absentee ballot request; 2) the ability of these voters to complete the Federal Write-In Absentee Ballot (FWAB) pre-populated with federal candidate choices from their jurisdiction to be used if their requested state ballot is not received in time to vote; and 3) the ability for states to upload blank absentee ballots for *UOCAVA* voters and to securely download them based on the previous Interim Voting Assistance System (IVAS Tool 2) fielded by FVAP in 2006.

During 2009, the full requirements package was developed. Upon receipt of funding development started in December 2009. However, FVAP's canvassing of the states indicated only a small minority was interested in a repeat deployment of an IVAS-like tool, and so the third sub-process was eliminated from R3 development. The online FPCA and the online FWAB are being developed and will be implemented before the end of the year.

Voter Outreach Improvements

In September 2009, FVAP engaged the Joint Advertising Market Research & Studies (JAMRS) agency of the Department to address requirements of the *MOVE Act* and develop a comprehensive communications and marketing plan. This plan's goals were to:

- increase voter recognition of the FVAP program;
- inform *UOCAVA* citizens of their voting options and rights;
- establish the use of the FVAP website as the primary online portal of absentee voting information by voters for assistance and follow-up; and
- increase the number of successful absentee ballot submissions from the population that FVAP serves.

The key objective of this initiative is to create an FVAP brand through communications campaigns in military newspapers and electronic and broadcast media in overseas locations with large *UOCAVA* populations, whose absentee voting behavior and success might be positively influenced. The need for such a brand is to increase *UOCAVA* voter knowledge of the FVAP website and its electronic voting support tools, and to improve success of voters in navigating the *UOCAVA* process. Only by bringing more *UOCAVA* voters to the FVAP website can FVAP provide a more direct-to-the-voter assistance program, reduce the burden on the Voting Assistance Officers, improve the quality, availability, and uniformity of assistance provided to these voters, and reduce voting failure caused by inadequate or inaccurate assistance.

Voting Assistance Guide and Other Printed Material

Second to the FVAP website in terms of voter use is FVAP's *Voting Assistance Guide (VAG)*. The *VAG* is a compilation of absentee voting regulations, laws, deadlines, and procedures, and is the primary reference source of information on absentee voting procedures for registering to vote, requesting an absentee ballot, and voting in each of the fifty states, four territories, and the District of Columbia. The 2010-2011 Guide was extensively re-designed and edited to ensure that the instructions are straightforward and consistent from state-to-state. FVAP will evaluate the effectiveness of these changes for voters and VAOs in the 2010 *Post Election Survey*.

Unfortunately, the dynamic nature of the *UOCAVA* voting environment means that the printed version of the *VAG* is obsolete within weeks or months of its being printed, requiring extensive errata updates to the printed *VAG*. FVAP is attempting to overcome this immediate

obsolescence by updating all relevant information by state in the state-by-state html web-page instructions which is the first voter-facing web page accessed by voters. It also updates the online state-by-state sections of the Voting Assistance Guide. Ultimately, with the deployment of the online FPCA, FWAB, and ballot delivery/marketing wizards, such updates will be transparent and seamless for voters and will make accessing the VAG less relevant and necessary for the individual voter.

In preparation for the 2010 federal election cycle, FVAP printed 64,500 VAGs and distributed them worldwide to military installations, embassies, consulates, State Election Officials and absentee voting advocacy groups. FVAP also printed 150,000 motivational posters supporting absentee voting, and 79,000 informative posters that outline the dates for all regularly held federal elections in the 2010 election cycle. Materials are distributed to Voting Assistance Officers worldwide to help them inform and encourage service men and women who want to exercise their right to vote by absentee ballot.

Training and Workshops

FVAP offers in-person and online training focused on State and Local Election Officials, the Uniformed Services Voting Assistance Officers, and Department of State Voting Assistance Officers, but interested *UOCAVA* voters are also able to attend the workshops. In order to provide this training to the Voting Assistance Officers who would be in place through the 2010 general election, FVAP did not start this training until September 2009. Therefore, in 2009 FVAP only conducted 16 military installation workshops and presented at 15 state and national conferences to start off its 2009-2010 election cycle workshop program. Throughout the entire 2009-2010 election cycle, FVAP conducted 136 Voting Assistance Officer workshops and between 20 and 25 presentations at state and national conferences.

For the 2009-2010 election cycle, FVAP expanded its workshop schedule, especially for overseas voters and Election Officials. First, it specifically reached out to the overseas civilian voting advocacy organizations to encourage their attendance at workshops hosted by U.S. embassies and consulates. Second, to support such an expansion, FVAP and the Department of State moved workshops out of embassies and consulates into the local economy, given the difficulties many overseas voters complain of in entering an embassy or consulate. Third, FVAP and the Department of State evaluated the last two election cycles' consular voting assistance requests by embassy and consulate, and targeting those locations with the greatest number of voting assistance requests. Fourth, FVAP conducted workshops at joint commands, such as the Combatant Command headquarters, since the previous reliance on Service identification of workshop locations missed these important and large staff sites.

FVAP is also engaged the Combatant Commands directly to more closely monitor voting assistance programs amongst their assigned units, specifically in setting realistic intra-theater mail delivery deadlines to expedite ballot transmission and return. This is especially important given the increased responsibility of the Combatant Commands since the pre-Goldwater-Nichols Act enactment of *UOCAVA* and the establishment of baseline voting assistance programs. Finally, FVAP has aggressively increased workshops for State and Local Election Officials, usually at State Election Official conferences, in order to advise them of the new requirements of the *MOVE Act*, new FVAP initiatives to support their programs, and key issues of compliance with federal law.

Social Networking Media

Much of the voting assistance failure is in the junior ranks and among younger members of the active duty military. In 2009, in an attempt to reach this younger voting population, FVAP initiated an evolving communications strategy that utilizes the social networking sites Facebook, LinkedIn, Twitter, and MeetUp. FVAP uses social networking to share important absentee voting deadlines and procedures, and to collaborate with voters on improving the *UOCAVA* absentee voting process. These tools are powerful in an environment where technology has become key to reaching as many voters as possible, and FVAP uses these outreach strategies aggressively.

Social networking platforms are recognized as the information tools of choice among 18-to-25-year-olds, many of whom do not read newspapers, tune in to network news or visit official web sites. This is also the age group associated with very low voter turn-out rates nationwide, and which comprises a disproportionately large percentage of today's Uniformed Services.

Social networking enables FVAP to participate in two-way engagement with many more *UOCAVA* voters. FVAP interacts with *UOCAVA* voters by posting real time alerts, answering questions and getting feedback quickly; for example, FVAP announces ballot deadline reminders leading up to specific elections with state-specific Twitter accounts so that *UOCAVA* voters do not have to receive irrelevant voter information for states other than theirs. Social networking offers a greater variety of resources on the *UOCAVA* absentee voting process.

Information and Data Sharing

Finally, FVAP is fully engaged in the Obama administration's government transparency initiatives. First, FVAP established an online repository of *UOCAVA* voting reports and data, including all of the raw survey data and methodological annexes, to its previous *Post Election Surveys*. Second, FVAP was one of only two Department of Defense organizations chosen to participate in the Data.gov initiative, posting Post-Election Survey data from the 2004 election survey with additional data to be posted. Third, FVAP's research methodologies for the survey supporting the 2008 post-election Eighteenth Report were released in October 2009, and the academic and voting advocacy community was encouraged to offer their critiques and recommendations in order to assist FVAP in providing statistically sound data to all stakeholders, and to do so as broadly and straightforwardly as possible, to serve as a final public review of FVAP's survey methodologies.

Federal Election Activity, March, 2009 – January 19, 2010

Five Special General Elections for federal office were held during this period:

- January 19, 2010: Massachusetts Special General Election for the United States Senate to fill the vacant seat of the late Senator Edward M. Kennedy. Although not held in 2009, much of FVAP's work supporting this election, and most of the actions required of voters and Election Officials, took place in 2009, and is therefore included in this report. Furthermore, the primary election was held on December 9, 2009.
- November 3, 2009: Special General Election for the 10th Congressional District of California to fill the vacant seat of Representative Ellen O. Tausher.

- November 3, 2009: Special General Election for the 23rd Congressional District of New York to fill the vacant seat of Representative John McHugh.
- April 7, 2009: Special General Election for the 5th Congressional District of Illinois to fill the vacant seat of Representative Rahm Emanuel.
- March 31, 2009: Special General Election for the 20th Congressional District of New York to fill the vacant seat of Representative Kirsten Gillibrand.

Voter Participation by UOCAVA Citizens in the Special General Elections

The collection of Special General Election voting data from the states and the submission of an Annual Report to Congress by March 31st is a new requirement under the *MOVE Act*, which was signed into law on October 28, 2009. Therefore, it was not possible to advise the States and Local Election Officials of FVAP's new reporting requirements or of FVAP's need for these election jurisdictions to maintain data on *UOCAVA* voters in 2009. However, in accordance with Section 101(b)(11) of *UOCAVA*, FVAP is working with the Election Assistance Commission and the states to develop standards and definitions for future *UOCAVA* voting data collection, and will include such data in future reports.

For the five Special General Elections, a total of 44,532 *UOCAVA* absentee ballots were transmitted. Of the 44,532 *UOCAVA* absentee ballots transmitted, 17,553 (39.4%) were cast. Of the 17,553 *UOCAVA* absentee ballots cast, 17,348 (98.8%) absentee ballots were counted.

United States Senate for the Commonwealth of Massachusetts January 19, 2010

The Commonwealth of Massachusetts transmitted 2,322 absentee ballots for the Special General Election to *UOCAVA* voters. Of the 2,322 transmitted absentee ballots, 701(30.2%) were cast and 641 (91.4%) of those cast were counted. Because of the short timeline between the December 9, 2009 primary and the January 19, 2010 special election, Massachusetts took the extraordinary measure of sending all absentee ballots by expedited mail (usually USPS Express Mail) service beginning on December 16, 2009. Due to these efforts, Massachusetts was able to provide 44 days of ballot transit time for citizens outside the United States. The Special General Election was announced by Commonwealth officials on September 7, 2009, which allowed 134 days until Election Day for voters to register, request absentee ballots, receive them and return them.

10th Congressional District of California November 3, 2009

California's 10th Congressional District transmitted 36,027 absentee ballots for the Special General Election to *UOCAVA* voters. Of the 36,027 transmitted absentee ballots, 15,430 (42.8%) were cast and 15,393 (99.7%) of those cast were counted. Absentee ballots were mailed first class between September 4 and September 18, 2009. The weighted average ballot transit time for the Special Election was 46 days. The Special General Election was announced by state officials on July 27, 2009, which allowed 99 days before Election Day for voters to register, request absentee ballots, receive them and return them.

23rd Congressional District of New York November 3, 2009

New York's 23rd Congressional District transmitted 2,208 absentee ballots for the Special General Election to *UOCAVA* voters on October 16, 2009. Of these 2,208 ballots, 1,607 (72.8%) absentee ballots were sent to Uniformed Service members and 601 (27.2%) absentee ballots were

sent to overseas civilians. Of the 2,208 total absentee ballots transmitted, 449 (20.3%) were cast, with an absentee ballot cast rate of 17% (274 cast ballots) for Uniformed Services voters and 29.1% (175 cast ballots) for overseas civilian voters. Of the 449 cast ballots, 274 (61%) were cast by Uniformed Services and 175 (39%) were cast by overseas civilians. Of the 449 total *UOCAVA* ballots cast, 404 (90%) were counted. Of the 404 counted ballots, 89.8% of those cast by Uniformed Services voters were counted, and 90.3% of those cast by overseas civilians were counted.

Most of absentee ballots for the election were sent by first class and air mail. The ballot transit time for this election was 18 days and 13 days of late counting which resulted in a total ballot transit time of only 31 days. The Special General Election was announced on September 29, 2009, only 35 days before Election Day. This period was substantially shorter than the desired Special Election timeframe of at least 90 days prior to Election Day to allow military and overseas voters sufficient opportunity to register to vote and make application for an absentee ballot in time to receive, vote and return the absentee ballot.

5th Congressional District of Illinois April 7, 2009

Illinois' 5th Congressional District transmitted 2,090 absentee ballots for the Special General Election to *UOCAVA* voters on March 16, 2009. Blank absentee ballots were distributed to voters by mail or email depending on the voter's preferred method of transmittal. Of the 2,090 ballots transmitted, 371 absentee ballots were cast (17.75%) and 371 were counted (100%). Of the 371 ballots cast and counted, 325 were returned by mail, 20 were returned by email, and 26 were returned by fax. Six absentee *UOCAVA* ballots were rejected because they were received after the return deadline. The ballot transit time for this election was 22 days plus 14 days of late counting resulting in a total ballot transit time of 36 days. The Special General Election was announced by state officials on January 5, 2009, which allowed 92 days before Election Day.

20th Congressional District of New York March 31, 2009

New York's 20th Congressional District absentee ballots were transmitted to 1,885 *UOCAVA* voters on March 13, 2009. Of these 1,885 absentee ballots, 1,008 (58.8%) were to Uniformed Service members and 877 (41.2%) were to overseas civilians. Of the 1,885 absentee ballots sent to *UOCAVA* voters, 602 (31.9%) were cast. Of the 1,008 ballots sent to Uniformed Service members, 285 (28.3%) were cast, and of the 877 ballots sent to overseas civilians, 317 (36.1%) were cast. Of the 602 total *UOCAVA* ballots cast, 539 (89.5%) ballots were counted. Of the 539 ballots counted, 236 (82.8%) of those cast by Uniformed Services were counted and 303 (95.6%) of those cast from overseas civilians were counted. The majority of absentee ballots for the election were sent by first class or air mail. The ballot transit time for this election was 18 days plus seven days of late counting resulting in a total ballot transit time of only 25 days.

FVAP is adding to its research agenda a study to determine why there was such a large disparity between the military and overseas civilian cast ballot rejection rate. The Special General Election was announced on February 23, 2009, which allowed only 36 days before Election Day, which was substantially less than FVAP recommended Special Election time of at least 90 days prior to Election Day in order to allow Military and overseas voter's sufficient opportunity to register to vote and to make application for an absentee ballot in time to receive, vote and return the absentee ballot.

Ballot Transit Times and Voting Rates in Special General Elections

The chart below summarizes the absentee ballot transit times and voting success rates for the four Congressional Special General Elections and the Massachusetts U.S. Senate Special General Election. While the recently passed *MOVE Act* federally mandates a 45 day absentee ballot transit time, the absentee ballot transit times for the Congressional Special General Elections were 25-46 days.

2009 UOCAVA Totals in Five Special General Elections and Voting Success Rates						
Total Ballots Transmitted	Total Ballots Cast	Total Ballots Counted	UOCAVA Cast Rate	National Absentee Cast Rate	UOCAVA Counted Rate	National Absentee Counted Rate
44,532	17,553	17,348	39.4%	91.1%	98.8%	98.0%

2009 UOCAVA Election Totals and Voting Success Rates							
Election	Ballot Transit Time	Ballots Transmitted	Ballots Cast	Ballots Counted	Cast/ Transmitted	Counted / Cast	Special General Election Turnout
10 th CA	46 Days	36,027	N/A	15,393	42.8%	99.8%	35.5%
5 th IL	36 Days	2,090	371	371	17.75%	100%	10.4%
23 rd NY	31 Days	N/A	449	404	20.3%	90.0%	41.0%
20 th NY	25 Days	1,885	602	539	31.9%	89.5%	35.5%
MA Senate	44 Days	2,322	701	641	30.2%	91.4%	54.0%

2009 Military Election Totals and Voting Success Rates						
Election	Ballot Transit Time	Ballots Transmitted	Ballots Cast	Ballots Counted	Cast/ Transmitted	Counted/ Cast
10 th CA	46 Days	N/A	N/A	N/A	N/A	N/A
5 th IL	36 Days	N/A	N/A	N/A	N/A	N/A
23 rd NY	31 Days	1,607	274	246	17.0%	89.8%
20 th NY	25 Days	1,008	285	236	28.3%	82.8%
MA Senate	44 Days	N/A	N/A	N/A	N/A	N/A

N/A – Only aggregate *UOCAVA* voting population data was available

2009 Overseas Civilians Election Totals and Voting Success Rates						
Election	Ballot Transit Time	Ballots Transmitted	Ballots Cast	Ballots Counted	Cast/ Transmitted	Counted/ Cast
10 th CA	46 Days	N/A	N/A	N/A	N/A	N/A
5 th IL	36 Days	N/A	N/A	N/A	N/A	N/A
23 rd NY	31 Days	601	175	158	29.1%	90.3%
20 th NY	25 Days	877	317	303	36.1%	95.6%
MA Senate	44 Days	N/A	N/A	N/A	N/A	N/A

Inadequate Ballot Transit Times for Special General Elections

UOCAVA voters in the five Special General Elections had between 25-46 days to receive, vote and return the absentee ballot. To put this range into perspective, for the 2008 General Election the Military Postal Service Agency (MPSA) recommended that Uniformed Service members serving in Iraq and Afghanistan return their ballots by regular mail at least 28 days before the election and that uniformed Service members serving at overseas military installations

return ballots at least 21 days before the election. The 28 and 21 days are MPSA recommendations solely for the return of absentee ballots and do not include the transit time required to receive and vote the absentee ballot. A full absentee voting cycle to send, receive, vote, and return the absentee ballot by regular mail would require a doubling of these recommended transit days or 42-56 days.

Fax capabilities are not a viable option for Special General Elections because generally fax capability is not available to most military overseas voters particularly those serving in remotely deployed locations, nor is it readily available to overseas civilians; however most of these *UOCAVA* voters have access to some form of emailing capability. For Uniformed Service members, their .mil email addresses usually remain the same for their military career; thus providing address permanency and timely availability.

Expedited mail service is problematic not only for *UOCAVA* voters but also for election officials. For example, some expedited mail services require the voter signature on the absentee ballot package. Some expedited mail services have limited or no access to military installations or through the Military Postal System from the Local Election Official to the military voter. For some overseas deliveries, the expedited mail service may require an overseas address format that is different from the overseas address the Election Official has on record. Finally, with many states experiencing budget shortfalls, there is a significant cost factor for those states that utilize expedited mail services for Special General Elections.

Special Elections Demand Emailing of Blank Ballots

Based on the available data, *UOCAVA* voters were denied sufficient opportunity to successfully cast an absentee ballot because of the shortened election notification and absentee ballot transit times, further exacerbated by the length of time regular mail takes to reach these voters. Therefore, FVAP believes that it is essential that states transmit blank absentee ballots for Special General Elections by email and to post them online. Online posting and email transmission of blank voting materials enormously enhances the opportunity for all *UOCAVA* voters to vote by providing nearly instantaneous transmission of voting materials to and from voters and Election Officials, through multiple communications modes. Additionally, FVAP recommends that states accept and count absentee ballots that were cast on or before Election Day and were received up to 15 days after the election to provide at least 60 days total from ballot transmission to ballot return deadline. The late counting of these voted absentee ballots will further increase ballot transit times and enfranchise *UOCAVA* voters who otherwise would have been disenfranchised.

Military Voter Assistance Programs

Title 10 USC 1566a also allows the Secretary of Defense to authorize the Military Department Secretaries to designate Installation Voter Assistance Offices (IVA Offices) as Voter Registration Agencies under Section 7(a)(2) of the *National Voter Registration Act (NVRA)*. The Under Secretary for Personnel & Readiness issued Directive Type Memorandum #10-210 (at Annex A) on December 2, 2010 directing the Services to establish IVA Offices at all military installations, provide voting assistance at these IVA Offices at the career milestones required by the *Military and Overseas Voter Empowerment Act (MOVE Act)*, and to also designate these facilities as Voter Registration Agencies under NVRA. To follow up on that Directive Type Memo, FVAP is coordinating within the DoD and the Uniformed Services a complete revision of DoD Directive 1000.04 (Federal Voting Assistance Program), which will include instructions to

the services for fulfilling all aspects the *MOVE Act*, including the establishment of Installation Voting Assistance Offices, and designating them as voter registration agencies under the *NVRA*.

Voter Notification

FVAP issues 45, and 30 day notifications before each regularly scheduled federal election and 30 day notifications before each special election. The notifications include instructions on how to obtain and submit FPCAs to register to vote and how to request and obtain absentee ballots for these elections. Furthermore, for each election held in each state, separate notifications are issued with information specific to that state regarding how to register to vote and receive an absentee ballot. These are supplemented by Facebook and Twitter postings of the press releases. There are also state-specific Twitter accounts to allow *UOCAVA* voters to follow only that state-specific voting information of interest to them. All FVAP news releases are available on the FVAP website. In addition, links to state-specific websites are provided which provide detailed voting information.

For the 2010 general election, FVAP, in conjunction with the Defense Manpower Data Center (DMDC), plans to remind Uniformed Service members via email 30, 60, and 90 days before the November general election to exercise their right to vote, how to register to vote and how to obtain an absentee ballot. Additionally, election and voting reminders will be posted on Uniformed Service members leave and earnings statements.

Federal and State Cooperation

An example of FVAP's commitment to forging successful partnerships with the states in order to enfranchise *UOCAVA* voters occurred during the Massachusetts Special Primary Election and the Special General Election held December 9, 2009 and January 19, 2010, respectively. Short notice of the December, 2009 Special Primary was scheduled close to the election. Massachusetts law did not provide for electronic transmission of the absentee ballot, which resulted in placing hundreds of *UOCAVA* citizens at risk of not receiving their ballots and therefore jeopardized them in voting and returning them in time to be counted. Anticipating this dilemma, FVAP engaged state officials in crafting a solution. FVAP recommended expanding the use of the Federal Write-in Absentee Ballot (FWAB) to include voter registration and absentee ballot requests, and for voting in all elections for Federal offices to include primary and special elections. Furthermore, the state was urged to allow *UOCAVA* voters to return voted FWABs electronically.

Since existing Massachusetts law did not permit implementation of these suggestions, FVAP, in conjunction with the Department of Justice, worked with the Commonwealth legislature to make changes to Massachusetts election law. Massachusetts enacted emergency legislation to avoid federal court enforcement, and far more importantly, enfranchised hundreds of *UOCAVA* voters. This new, permanent legislation allows the FWAB to be used for all elections in Massachusetts, to be used as a simultaneous ballot request and ballot (Massachusetts waives registration), and allows for ballot transmission by email or fax.

Because not all Massachusetts' jurisdictions had email capability, Massachusetts took advantage of FVAP's electronic transmission service (ETS). Voters were able to email voted FWABs and state absentee ballots through ETS where the ballots were converted to fax and forwarded to their respective election jurisdictions.

ETS was particularly useful to a Boston-based team of *UOCAVA* voters who were aiding in the earthquake relief effort of Haiti. Since these voters did not have access to fax machines but did have emergency emailing capability through the U.S. Embassy in Port-au-Prince, they emailed their voted state absentee ballots and Federal Write-In Absentee Ballots (FWAB's) to ETS. FVAP kept its staff on station until the polls closed that evening, and received these emailed ballots 15 minutes before poll closing time. The staff converted these ballots to faxes and forwarded them to their respective LEO's, thus enfranchising Massachusetts voters. In total, FVAP ETS transmitted 90 FWAB's to LEO's, 17 of which arrived from Haiti just before the state deadline of 8 p.m. on January 19th.

FVAP works with the states to improve the *UOCAVA* absentee voting process. Every year FVAP reviews state legislation on absentee voting and makes written suggestions to the states on how their laws and regulations can be improved. This is done through a Legislative Initiatives package that is sent to each state election director, and beginning with the 2009 Legislative Initiatives letters, to the leaders of each state legislative chamber. In addition, FVAP provides written, oral, and in-person testimony before state legislative hearings and conferences to educate the legislatures on voter issues driving FVAP's Legislative Initiative recommendations, and how current laws compare to those recommendations.

The following table shows the legislative initiatives supported by FVAP and the percentage change from 2000-2008.

Legislative Initiatives Passed by Year – 2000-2008

Initiative	2000	2001	2002	2003	2004	2008	Change (04 to 08)	% Change
1. 40-45 days transit time	42	42	42	41	41	41	0	0
2. Remove notary requirement	48	49	49	48	50	50	0	0
3. Allow late registration	23	24	25	26	27	30	+3	+11%
4. Provide state special write-in ballot	26	27	27	27	27	29	+2	+7.4%
5. Reference to <i>UOCAVA</i>	31	33	35	36	37	42	+5	+13.5%
6. Allow electronic transmission of election materials	46	48	48	49	49	51	+2	+4%
7. Expand FWAB use	6	6	8	9	11	21	+10	+90.9%
8. Emergency authority to state Chief Election Official	9	11	12	14	15	18	+3	+20%
9. Enfranchise citizens who have never resided in the U.S.	8	8	9	12	13	16	+3	+23%

In prior Legislative Initiatives recommendations to the states, FVAP has recommended increased absentee ballot transit time, the use of electronic alternatives to regular mail, increased use of the FWAB, and other initiatives to enhance the *UOCAVA* absentee voting process.

FVAP also instituted major changes to its Legislative Initiative process in 2009 including:

- Raising the FVAP recommended absentee ballot transmission time from 45-days total to 45-days before the election, and at least 15 days after;
- Recommending that only the Federal Write-in Absentee Ballot (FWAB) is used as a back-up write-in ballot, and that states discontinue utilizing Special or State Write-in Absentee Ballots in favor of the FWAB, for standardization;
- Allowing the FWAB to be used for all elections – federal, state and local; and,
- Encouraging active participation in the Uniform Law Commission’s efforts to draft a model state law to standardize military and overseas citizen voting law.

Conclusions and Recommendations

FVAP is recommending that states utilize email or online posting of blank absentee ballots for *UOCAVA* voters, send all ballots out at least 45 days prior to the election, and announce Special Elections at least 90 days prior to the election in order to allow military and overseas voters sufficient opportunity to register to vote and to make application for an absentee ballot in time to receive, vote and return their absentee ballots.

Additionally, FVAP recommends that states accept and count absentee ballots that are cast up to Election Day but are not received until up to 15 days after the election and to provide at least 60 days total from ballot transmission to ballot return deadline. Late counting of these voted absentee ballots will further increase ballot transit times and enfranchise *UOCAVA* voters who otherwise would have been disenfranchised.

Developing and publishing this report as required in odd numbered years (in which few federal elections occur) may not provide sufficient information to warrant the time, effort and expense expended in preparing the report. Additionally, the March 31 deadline provides very little time to collect, synthesize and thoughtfully analyze post election survey data on which program evaluations and policy decisions are based. Congress may wish to reconsider both issues.

ANNEX A



PERSONNEL AND
READINESS

UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

November 15, 2010

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DEPUTY CHIEF MANAGEMENT OFFICER
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
DIRECTOR, COST ASSESSMENT AND PROGRAM
EVALUATION
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTOR, NET ASSESSMENT
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DoD FIELD ACTIVITIES

SUBJECT: Directive-Type Memorandum (DTM) 10-021 – Guidance in Implementing
Installation Voter Assistance Offices (IVAOs)

References: (a) DoD Directive 5124.02, "Under Secretary of Defense for Personnel and
Readiness (USD(P&R))," June 23, 2008
(b) Section 583(b) of Public Law 111-84, "National Defense Authorization
Act for Fiscal Year 2010," October 28, 2009
(c) Section 7(a)(2) of Public Law 103-31, "National Voter Registration Act
(NVRA)," May 20, 1993
(d) DoD Directive 1000.04, "Federal Voting Assistance Program,"
April 14, 2004

Purpose. This DTM:

- In accordance with the authority in Reference (a), establishes policy and implements the requirement of Reference (b) to establish an IVAO on each military installation.
- Designates each of those IVAOs as voter registration agencies pursuant to Reference (c).

- This DTM is effective upon its publication to the DoD Issuances Website; it shall be incorporated into the revision of DoD Directive 1000.04 (Reference (d)). This DTM shall expire effective June 1, 2011.

Applicability. This Instruction applies to OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the Department of Defense (hereafter referred to collectively as the “DoD Components”).

Policy. It is DoD policy that:

- IVAOs shall be established on each military installation. The IVAO will provide robust voter assistance to military personnel, their dependents, civilian Federal employees, and such other qualified voters as may have access to such installation offices.
- IVAOs shall also serve as voter registration agencies consistent with Reference (c), fully implementing the voter registration provisions of References (b) and (c).

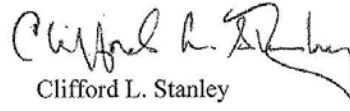
Responsibilities. The Secretaries of the Military Departments shall:

- Designate IVAOs on all installations under their control.
- Simultaneously designate those IVAOs as voter registration agencies consistent with Reference (c).
- Publish implementing guidance within 60 days of the effective date of this DTM.
- Ensure the purpose and the location of IVAOs are well advertised.

Procedures. The attachment provides procedures for complying with this DTM.

DTM 10-021, November 15, 2010

Releasability. UNLIMITED. This DTM is approved for public release and is available on the DoD Issuances Website at <http://www.dtic.mil/whs/directives>.


Clifford L. Stanley

Attachment:
As stated

ATTACHMENT

IVAO PROCEDURES

1. GENERAL. This attachment provides guidance for and establishes procedures concerning the establishment of IVAOs on military installations.

2. PROCEDURES

a. Criteria. The IVAO shall be established within the installation headquarters organization reporting directly to the installation commander, even if geographically located in another office such as a Personnel Support Detachment, Family Readiness Group, In & Out Processing Center, Community Service Offices, or other centralized administrative support site. As of the date of this DTM, the IVAO shall also be considered to be a voter registration agency designated consistent with Reference (c) and should be located in a well-advertised, fixed location, consistent throughout the Service, and should be physically co-located with an existing office that receives extensive visits by Service personnel, family members, and DoD civilians.

b. Requirements. The IVAO shall:

(1) Be included in the processing activities required of reporting personnel. Unit Voting Assistance Officers (UVAOs) may advise and assist the IVAO in fulfilling the voter assistance functions for deploying personnel, personnel returning from deployment, and personnel recording a change of address. However, the IVAO is responsible to ensure that UVAOs have fully complied with the voter assistance responsibilities as described in References (b) and (c). This includes both military and civilian personnel, as well as any voting-age dependents, contractors, and other civilians who have access to the IVAO.

(2) Provide written information on voter registration procedures and absentee ballot procedures. This can be met by providing the applicant the Federal Post Card Application (FPCA) or the National Voter Registration Form, the attached instructions for those forms, and the Voting Assistance Guide for absent uniformed services voters, voting-age dependent voters, and overseas civilians.

(a) The FPCA shall be provided to absent uniformed services personnel and their family members (both within and outside the United States), and to Federal civilian employees and other U. S. citizens who have access to the IVAO outside the United States.

(b) The National Voter Registration Form issued by the Election Assistance Commission shall be provided to Federal civilian employees and other U.S. citizens who have access to the IVAO within the United States, and uniformed services voters who currently reside in their voting districts.

(3) Provide direct assistance to individuals in completing the forms necessary to register to vote, updating their voter registration information, and requesting absentee ballots, regardless of the form used.

(4) Transmit the completed FPCA or National Voter Registration Form for the applicant, within 5 calendar days, to the appropriate local election office, if requested by the applicant.

(5) Maintain monthly records regarding the number of citizens assisted in the registration and absentee ballot request process; the number of FPCA and NVRA forms provided to citizens; the number of forms mailed to election offices for citizens; and the number of forms taken by the citizens themselves.

c. Guidance. The DoD Federal Voting Assistance Program (FVAP) has developed specific training and assistance and made it available to individual Service Voting Action Officers (SVAOs) and installations to ensure this process is implemented fully, correctly, and precisely in accordance with the guidance developed by the Department of Defense in coordination with the Department of Justice, the enforcement agency for NVRA. FVAP will coordinate with individual SVAOs as to their Service's requirements for such training and assistance, which the Services are strongly encouraged to use and implement.



DEPARTMENT OF THE NAVY
OFFICE OF THE ASSISTANT SECRETARY
(MANPOWER AND RESERVE AFFAIRS)
1000 NAVY PENTAGON
WASHINGTON DC 20350-1000

JAN 24 2011

MEMORANDUM FOR CHIEF OF NAVAL OPERATIONS
COMMANDANT OF THE MARINE CORPS

SUBJECT: Implementation of Navy and Marine Corps Voting Assistance Offices

The FY10 NDAA and the MOVE Act (subtitle H, "Military Voting" of the FY10 NDAA) require the establishment of Installation Voter Assistance Offices (IVAOs) at each installation. DoD policy has designated these offices as Voter Registration Agencies (VRAs), in accordance with FY10 NDAA and fully implementing the voter registration provisions under section 7(a)(2) of the National Voter Registration Act of 1993.

IVAOs shall be open to military and civilian personnel, as well as any voting age family members, contractors or other citizens who have access to it. These offices shall also provide information and assistance concerning voter registration issues and absentee ballot procedures and internet access. Additionally, they shall provide the applicant with the Federal Postcard Application (FPCA) or the National Voter Registration Form and provide direct assistance to individuals in completing the forms. The office will also transmit the completed FPCA or National Voter Registration Form for Applicants, within five calendar days, to the appropriate local election office, if requested by applicant.

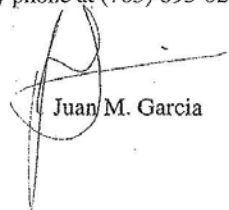
The office shall be included on the in/out-processing checklists for all personnel arriving and departing duty stations, deploying and returning personnel and personnel recording a change of address. The recommended location for the IVAOs is in a well-advertised, fixed location on installations and physically co-located with an existing office that receives extensive visits by uniformed services personnel, family members and DoD civilians. Additionally, a functional electronic mail account should be established for each installation.

The following measures of demand shall be recorded (and reported as directed) on a monthly basis:

- Number of citizens assisted in the registration and absentee ballot request process
- Number of FPCA and National Voter Registration forms provided to citizens
- Number of forms mailed to election offices for citizens
- Number of forms taken by the citizens themselves.

The office shall be staffed by a Voting Assistance Officer (VAO) and Alternate VAO, both of whom must be designated in writing and report directly to the installation commander. VAOs must be trained on Installation Voter Assistance Office setup and operation in compliance with guidance provided by OSD Federal Voting Assistance Program (FVAP). Additionally, IVAOs should serve at least a 12 month or longer term to ensure continuity.

My point of contact regarding voting matters is Major Ian Facey and he can be contacted via email at ian.facey@navy.mil or by phone at (703) 693-0239.



Juan M. Garcia



DEPARTMENT OF THE AIR FORCE
HEADQUARTERS UNITED STATES AIR FORCE
WASHINGTON, DC

DEC 06 2010

MEMORANDUM FOR ALL MAJCOM/CV

SUBJECT: Implementation of Voting Assistance Offices (Immediate Action)

The FY10 NDAA and the MOVE Act (Subtitle H, "Military Voting" of the FY10 NDAA) require voter assistance offices be established at each installation. DoD policy has designated these offices as voter registration agencies, fully implementing the voter registration provisions under section 7(a)(2) of the National Voter Registration Act of 1993. A revised DoD Instruction 1000.04 will replace DoD Directive 1000.04 "Federal Voting Assistance Program" and DoD Directive 1344.13 "Implementation of the National Voter Registration Act (NVRA)."

The installation voting office shall be open to military and civilian personnel, as well as any voting age dependents, contractors or other civilians who have access to it. These offices shall provide information and assistance concerning voter registration issues and absentee ballot procedures. They may provide the applicant with the Federal Postcard Application (FPCA) or the National Voter Registration Form and provide direct assistance to individuals in completing the forms. The office will also offer to mail the completed forms to the appropriate election office.

The office shall be included on the in/out-processing checklists for all personnel arriving and departing duty stations, deploying and returning personnel and personnel recording a change of address. The recommended location for the voting office is in a well-advertised, fixed location on installations and physically co-located with an existing office that receives extensive visits by uniformed services personnel, family members and DoD civilians. Installation commanders will make the final decision on location for each office based on their unique base and mission requirements. A standard email box shall be established with an address of: [vote@\(location\).af.mil](mailto:vote@(location).af.mil) (already required by 2010-11 AF Voting Plan, effective 1 December 2009).

The office shall be manned by an Installation Voting Assistance Officer (IVAO) and Alternate IVAO who will be designated in writing and report directly to the installation commander. MAJCOM Voting Assistance Officers (VAO) will coordinate the programs conducted by subordinate units and tenant commands. IVAOs should be civilians (preferably a GS-12 or higher), where possible, with access to the installation commander. They should serve a 12 month term for continuity. If a uniformed services member is assigned as the IVAO, that officer should hold the pay grade of O-4 or higher; however, it is preferable to assign an enthusiastic volunteer rather than one who simply meets the rank criterion. The current Air Force Voting Plan further specifies rank requirements for voting offices at all levels.

IVAOs must be trained on Installation Voter Assistance Office setup and operation via materials provided by OSD Federal Voting Assistance Program (FVAP) and the USAF's Service

Voting Action Officer (SVAO) prior to the establishment of the office on USAF installations. Compliance with FVAP and SVAO provided instructions by way of Handbooks, Handbook Supplements, the updated AF Voting Plan, and training materials is mandatory and to be considered directive until OSD/FVAP and AFPC are able to publish revised versions of DoDI 1000.04 and AFI 36-3107. These training materials have already been distributed to the current Installation Voting Officers.

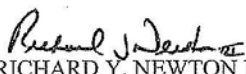
Monthly records will be maintained and delivered to the SVAO in accordance with requirements set forth in the 2010-11 Air Force Voting Plan (version 10 and later).

Currently, funding and other resources are not available for this office.

National Guard and Reserve units shall maintain a contingency absentee voting program for units and personnel who have been activated and deployed.

Currently, IVAO assignments are additional duty positions assigned by installation commanders. Installation commanders should understand that the major change to the position itself in terms of workload is the inclusion of NVRA action and reporting requirements. This may prove to increase the workload of the IVAO. Due care must be given to consider manning in the career field and local unit of the installation members being considered for these positions; (b) ops tempo of the career field and unit of the member being considered (e.g., assigning medical personnel to the position has proven to be an undue strain on the individual and their unit); and allocating IVAO, alternate IVAO and core UVAOs (e.g, from the four largest squadrons on base) equal time/responsibility to run the office. All voting assistance officers working in or as a representative of the installation voting office must be fully trained and certified in accordance with the USAF Supplemental Handbook to FVAP's training on IVA Office setup and operation.

The AF POC is Maj Michael Wyatt, AF/A1SRQ, (703) 604-0146.


RICHARD Y. NEWTON III
Lieutenant General, USAF
DCS, Manpower and Personnel

MILPER MESSAGE
AHRC-PDP-P
GUIDANCE IN IMPLEMENTING INSTALLATION VOTER ASSISTANCE OFFICES (VA OFFICES)

1. REFERENCES:

A. UNDER SECRETARY OF DEFENSE (PERSONNEL AND READINESS), DIRECTIVE –TYPE MEMORANDUM (DTM) 10-021–GUIDANCE IN IMPLEMENTING INSTALLATION VOTER ASSISTANCE OFFICES

B. DEPARTMENT OF DEFENSE DIRECTIVE INSTRUCTION 1000.04, FEDERAL VOTING ASSISTANCE PROGRAM (FVAP)

C. 2010-2011 ARMY VOTING ACTION PLAN, DTD 19 MARCH 2010

D. NATIONAL DEFENSE AUTHORIZATION ACT (NDAA) for FY 2010

E. ARMY REGULATION 608-20, ARMY VOTING ASSISTANCE PROGRAM

2. EXPIRATION: CANNOT BE DETERMINED AT THIS TIME

3. THE PURPOSE OF THIS MESSAGE IS TO PROVIDE GUIDANCE FOR IMPLEMENTING VOTING ASSISTANCE OFFICES ON MILITARY INSTALLATIONS.

4. UPDATED GUIDANCE

A. PER REFERENCE A, UNIFORMED SERVICES WILL ESTABLISH VOTING ASSISTANCE OFFICES WITHIN THE INSTALLATION HEADQUARTERS ORGANIZATION THAT REPORTS DIRECTLY TO THE GARRISON COMMANDER. ADDITIONALLY, THE VOTING ASSISTANCE OFFICES SHALL BE DESIGNATED AS A VOTER REGISTRATION AGENCY.

B. FVAP HAS DEVELOPED SPECIFIC TRAINING AND ASSISTANCE TO ENSURE THIS PROCESS IS IMPLEMENTED FULLY, CORRECTLY AND PRECISELY IN COMPLIANCE WITH APPLICABLE LAW AND IN ACCORDANCE WITH THE GUIDANCE DEVELOPED BY THE DOD. TRAINING CAN BE FOUND AT WWW.FVAP.GOV.

5. VOTER ASSISTANCE OFFICES SHALL BE ESTABLISHED ON U.S. ARMY INSTALLATIONS:

A. VOTING ASSISTANCE OFFICES SHALL BE ESTABLISHED WITHIN THE INSTALLATION HEADQUARTERS ORGANIZATION REPORTING DIRECTLY TO THE GARRISON COMMANDER, EVEN IF GEOGRAPHICALLY LOCATED IN A SEPARATE OFFICE SUCH AS A PERSONNEL SERVICE OFFICE, FAMILY READINESS OFFICE, IN & OUT PROCESSING CENTER, COMMUNITY SERVICES OFFICES, OR OTHER CENTRALIZED ADMINISTRATIVE SUPPORT SITE. AS OF THE DATE OF THIS DTM, THE IVAO SHALL ALSO BE LOCATED IN A WELL ADVERTISED, FIXED LOCATION AND SHOULD BE PHYSICALLY CO-LOCATED WITH AN EXISTING OFFICE THAT RECEIVES EXTENSIVE VISITS BY SERVICE PERSONNEL, FAMILY MEMBERS AND DOD CIVILIANS.

B. VOTING ASSISTANCE OFFICES WILL BE INCLUDED IN THE PRE-EXISTING IN-PROCESSING ACTIVITIES REQUIRED OF REPORTING PERSONNEL. PROVIDE WRITTEN INFORMATION REGARDING VOTER REGISTRATION PROCEDURES AND ABSENTEE BALLOT PROCEDURES. OFFICES SHOULD PROVIDE ABSENTEE VOTING MATERIAL AND VOTING ASSISTANCE TO ALL UNIFORMED SERVICES PERSONNEL, FAMILY MEMBERS, AND DOD CIVILIAN EMPLOYEES TO INCLUDE INTERNET ACCESS, WHERE PRACTICABLE.

C. VOTING ASSISTANCE OFFICES WILL PROVIDE ELIGIBLE PERSONNEL ASSISTANCE IN REQUESTING VOTER REGISTRATION, UPDATING THE INDIVIDUAL'S VOTER REGISTRATION INFORMATION BY COMPLETING A FEDERAL POST CARD APPLICATION (FPCA-SF 76) AND REQUESTING AN ABSENTEE BALLOT.

D. VOTING ASSISTANCE OFFICES WILL PROVIDE THE FPCA TO ALL UNIFORMED SERVICES PERSONNEL, THEIR FAMILY MEMBERS (BOTH WITHIN AND OUTSIDE THE U.S.) AND DOD CIVILIAN EMPLOYEES (OUTSIDE THE U.S.) WHO REQUEST VOTING ASSISTANCE. DOD CIVILIAN EMPLOYEES WITHIN THE U.S. SHALL BE PROVIDED THE NATIONAL VOTER REGISTRATION APPLICATION (NVRA).

E. VOTING ASSISTANCE OFFICES WILL PROVIDE DIRECT ASSISTANCE TO THESE CITIZENS IN COMPLETING THE NECESSARY FORM.

F. VOTING ASSISTANCE OFFICES WILL MAIL THE COMPLETED FORM TO THE APPROPRIATE STATE OFFICE, IF REQUESTED BY THE CITIZEN.

G. VOTING ASSISTANCE OFFICES WILL PUBLISH THEIR LOCATION, ADDRESS, HOURS OF OPERATION, PHONE NUMBER AND EMAIL ADDRESS ON THE INSTALLATION AND SERVICE VOTING WEBSITE.

H. VOTING ASSISTANCE OFFICES WILL MAINTAIN MONTHLY RECORDS REGARDING THE NUMBER OF CITIZENS ASSISTED IN THE REGISTRATION AND ABSENTEE BALLOT REQUEST PROCESS, THE NUMBER OF FPCA AND NVRA FORMS GIVEN TO CITIZENS, THE NUMBER OF FORMS MAILED TO ELECTION OFFICES, AND THE NUMBER OF FORMS TAKEN BY THE CITIZENS THEMSELVES.

6. THESE DUTIES AND RESPONSIBILITIES ARE OUTLINED IN THE 2010-2011 ARMY VOTING ACTION PLAN.

7. THE U.S. ARMY POINT OF CONTACT FOR THIS MESSAGE IS MS. RACHEL GILMAN, DSN 983-8475 OR COMMERCIAL 502-613-8475.