



MILITARY POSTAL SERVICE AGENCY

The 2010 ANALYSIS OF THE MILITARY POSTAL SYSTEM COMPLIANCE WITH THE MOVE ACT

The Military Postal Service Agency conducted an end of year analysis of the Military Postal System's absentee ballot handling procedures and performance during the 2010 General Election. This assessment identifies methods utilized to ensure compliance with the FY 2010 National Defense Authorization Act, Subtitle H - Military and Overseas Voter Empowerment Act (MOVE).

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Executive Summary

(U) 2010 POSTAL VOTING ASSESSMENT. Military Post Offices (MPOs) overseas postmarked and dispatched 27,827 voted absentee ballots to local election offices using Express Mail Military Service (EMMS). The overall transit average of ballots from MPOs to election offices was 5.2 days. Coordination between the Military Postal Service Agency (MPSA) and United States Postal Service (USPS) provided online tracking services to absentee voters and military postal activities. Nearly 50% of ballots received at overseas MPOs from election offices were undeliverable as addressed. Of the all ballots entering MPSA, 31% were redirected to new addresses on file while 19% of ballots were returned to sender. These results are primarily attributed to three factors: (1) High rate of reserve and National Guard units demobilizing, (2) DoD overseas addresses are not included in USPS automated redirection systems, (3) Election offices using outdated mailing information. Absentee voters simply failed to update their mailing addresses following the 2008 election. Total postage paid by USPS for EMMS totaled \$416,292.00. One time equipment purchase to support EMMS mailings totaled \$1.265M. This equipment will be used to support future elections.

PREPARE MEMO_____.

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Chapter 1

2010 Ballot Data & Analysis

The Military Postal Service Agency (MPSA) conducted an online end of year survey for the Military Postal System's (MPSs) absentee ballot handling procedures and performance during the 2010 General Election. This analysis identifies the results of our performance and assesses methods utilized to ensure compliance with the FY 2010 National Defense Authorization Act (NDAA), Subtitle H - Military and Overseas Voter Empowerment Act (MOVE). Chapters 2-8 of this report contain detailed information regarding the execution and outcome of each objective identified in our strategic plan.

NDAA 2010 Provisions

The Secretary of Defense Shall for Uniformed Members:

- Implement new postal procedures for 2010 in coordination with USPS
- Collect ballots NLT noon 7 days preceding a general election – 26 Oct 10
 - ✓ An alternate deadline date can be established
- Provide expedited mail delivery service for absentee ballots
- Postmark the ballot on the date in which the ballot is mailed
- Implement a strategic communication plan detailing ballot handling procedures
- Report to Congress: implementation plan and number of ballots transmitted
- Implement these procedures for all federal elections (every 2 years)

Requirements and Results

All overseas, Uniformed Service members' ballots, to include their voting-age eligible dependents, were processed using the Express Military Mail Service (EMMS) Label 11-DoD. This service provided expedited delivery to the local election office upon arrival in the United States. These DoD-specific labels provided voters and the Military Postal System the capability to track military ballots from acceptance to delivery. The EMMS Label 11-DoD received several scans for tracking purpose, (1) Acceptance scan by the overseas Military Post Office; (2) Enroute scan upon arrival at the USPS International Gateways in the U.S. (3) Enroute scan upon arrival at USPS Processing & Distribution centers at the location of the local election office; (4) An arrival and delivery scan by the post office of delivery.



Ballot Processing

The Military Postal System (MPS) received 68,848 absentee ballots from local election offices, and dispatched 27,827 voted ballots returned to the states. Of the ballots dispatched 23,900 were tracked by MPSA and USPS tracking systems from origin to destination. Due to discrepancies in electronic data interchange (EDI) between MPSA and USPS systems, and/or employees failing to scan properly, transit data for 3,927 ballots was incomplete. This prevented MPSA from identifying complete transit time for 14% of voted ballots. As of January 16, 2011, USPS programmers have resolved EDI discrepancies between tracking systems.

Figure 1 – Absentee Ballot Statistics

Listed below in Figure 1 is a chart displaying absentee ballots processed through the Military Postal System for each service component from September 1 – November 24 2010. Of the 66,848 ballots received from CONUS, 30% were provided Directory Service and 19% were returned to sender due to insufficient addresses. These results are primarily attributed to three factors: (1) High rate of reserve and National Guard units demobilizing, (2) No centralized mail redirection system for DoD overseas addresses, (3) Election offices using outdated mailing information (4) Absentee voters failing to update their mailing addresses following the 2008 election.

Figure 1

 MPSA-OP 					
Absentee Ballot Statistics Sep 1 – Nov 24 2010					
Service	Received from CONUS	Redirected	Returned to Sender	% of RTS to Total Received	Postmarked and Dispatched
Army	34107	10948	7218	21%	14126
Air Force	20573	5927	3329	16%	9215
Marine Corps	6224	1621	907	14%	1266
Navy	5931	1562	1610	25%	3218
Coast Guard	13	7	1	7%	2
Totals	66848	20065	13065	19%	27827

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Figure 2 – Absentee Ballot Delivery Overseas from Sep 18 – Nov 24

Listed below in figure 2, of the 66,848 ballots shipped by election offices, overseas MPOs received 7% of them 45 days prior to the election, and 71% were received 30 days prior. Average transit from USPS domestic post offices to overseas MPOs is 7-10 days, however remote MPOs require up to 21 days. Overseas MPOs continued to receive absentee ballots from election offices after the election date.

Figure 2

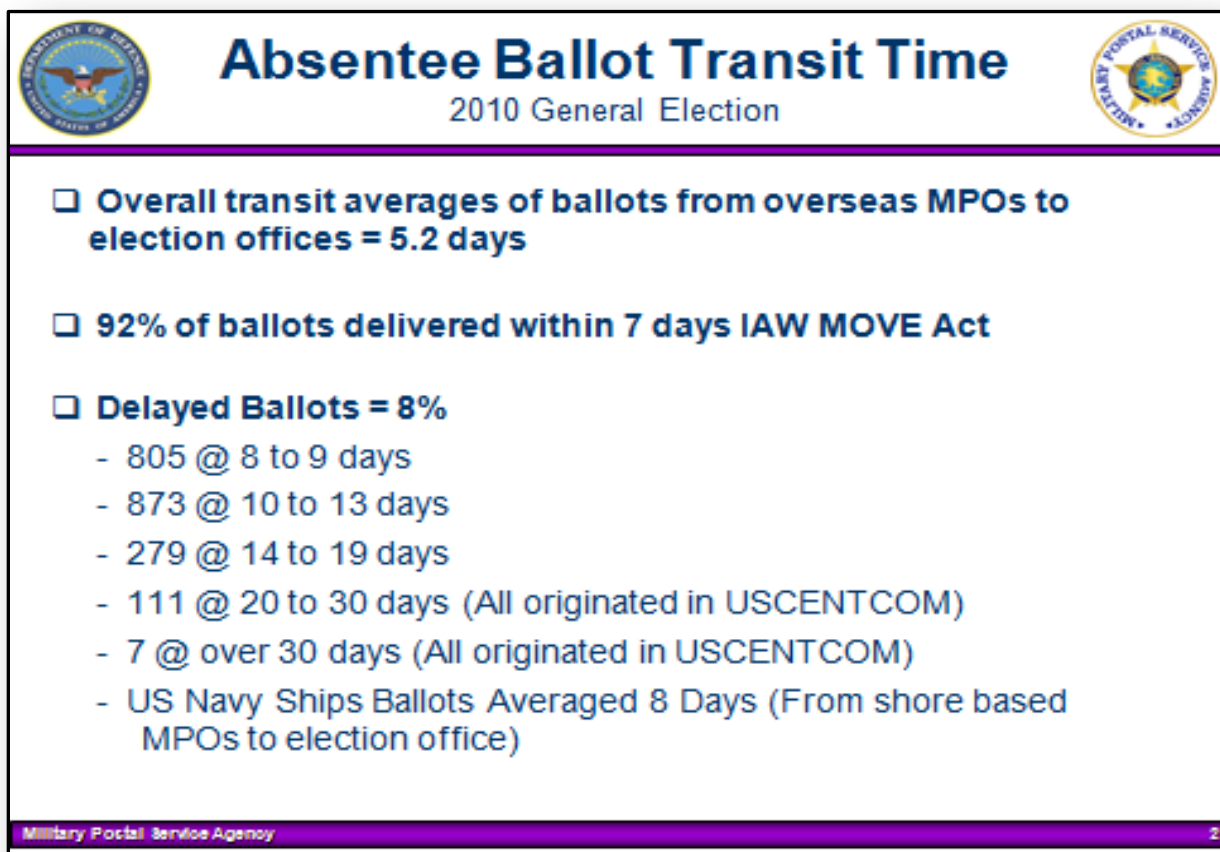
Date / Event	# Received Overseas	% of Total Received
9/18 – 45 Days Prior	4,636	7%
10/2 – 30 Days Prior	47,274	71%
11/2 – Election Day	65,959	99%
11/24 – Extended Election	66,848	100%

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Figure 3 – Absentee Ballot Transit Time

Between September 1 and November 24, 2010, MPSA and USPS Tracking Systems captured verifiable transit from origin to destination for 23,900 ballots. Data analyzed for these ballots was used to calculate transit averages. The overall transit average was 5.2 days which is under the 7 day deadline directed by the MOVE Act. 92% of absentee ballots reached election offices within 7 days of acceptance at overseas MPOs. Ballots accepted aboard Navy ships were scanned upon reaching shore based postal activities. Their average transit of eight days is based on ballots scanned from ashore based MPOs to election offices. There were significant delays originating from the USCENTCOM area of operation (AO). MPSA anticipated challenges with moving ballots in many locations within this AO due to logistical limitations at remote forward operating bases. Therefore, there were remote locations with excessive transit of 20 days or more. MPSA requested USCENTCOM Postal leadership investigate into cause of delays and develop strategies to mitigate in the future. Figure 3 illustrates ballot transit time for the MPS.

Figure 3



Chapter 2

Background

1. Background:

a. The Military Postal System (MPS) is responsible for the expeditious handling and transmission of absentee ballots received through military post offices IAW DoD Postal Manual 4525.6M, Chapter 10.4.9. On October 28, 2009 President Barack Obama signed into law the National Defense Authorization for fiscal year 2010 which included Subtitle-H, Military and Overseas Voter Empowerment Act (MOVE). The MOVE Act amended the Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) of 1986 incorporating requirements to ensure all ballots cast by U.S. troops deployed overseas were counted in upcoming elections. The MOVE Act requires the Secretary of Defense, in cooperation and coordination with the United States Postal Service, provide expedited mail delivery service for all such marked absentee ballots of absent uniformed services voters that are collected on or before the deadline date and then transferred to the United States Postal Service. This new law guarantees military and overseas ballots will be counted if sent by Election Day. The requirement for the states to send out ballots a minimum of 45 days in advance of the election ensures military and overseas voters will receive them in time to cast their vote.

b. In December 2009, USPS Expedite Shipping Division and MPSA collaborated efforts to develop a new Express Military Mail product for tracking DoD ballots through the MPS.

c. On March 15, 2010, MPSA published a Strategic incorporate MOVE Act requirements. The new legislation directly impacted the way in which military postal activities must process and handle all absentee ballots and voting materials.

MPSA GOAL

“Provide expedited processing, movement, and tracking of absentee ballots while maintaining the integrity and security of ballot movement through the Military Postal System (MPS). The MPS will be a responsive service provider focused on efficiency and effectiveness.”

2. AAR Concept:

a. **Purpose:** To determine the effectiveness and compliance to Public Law 111-84, “National Defense Authorization Act FY 2010, Subtitle-H, Military and Overseas Voter Empowerment Act (MOVE)”; Public Law 99-410, “Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA)”; Public Law 107-107, “National Defense Authorization Act for FY 2002”; DoD Directive 1000.4 “Federal Voting Assistance Program”; DoD 4525.6-M “Department of Defense Postal Manual”; and the Military Postal Service Agency Strategic Voting Support Plan for 2010.

b. Objectives:

- (1) Implementation procedures to ensure MOVE Act compliance
- (2) Implement strategic communication initiatives and voter awareness
- (3) Provide revised postal voting training to all postal personnel
- (4) Synchronize Postal Voting Support Plans of the Services
- (5) Ensure distribution of voting supplies, materials, and cancelling devices
- (6) Procure and field scanning equipment
- (7) Develop distribution plan for Joint Military Postal Activities
- (8) Encourage Inspector General and local voting inspections of postal activities

c. **Scope:** Conduct an online assessment with all postal voting representatives to gain insight and recommendations for improved performance and accountability for expedited ballot handling procedures utilized in the 2010 General election.

d. **Focus:** This assessment was conducted for inclusion as part of the Federal Voting Assistance Program's required report due to Congress reflecting the number of absentee ballots transmitted for the election year and the implementation plan used to ensure compliance with MOVE Act requirements.

e. **Timing of Feedback:** The Deputy Director, MPSA will conduct a final briefing to the Executive Director, MPSA NLT **1 February 2011**.

f. Timeline of significant events:

- October 2009
 - 13th - USPS and MPSA workgroup discussions for implementation of new legislation and the 2010 General election
 - 28th - FY 2010 NDAA Approved
- December 2009
 - 1st - USPS and MPSA Workgroup sessions for design of the Label 11-DoD Express Military Mail Service (EMMS) product
 - 17th - USPS approved usage of EMMS Label 11-DoD for the MPS
 - 25th - Shipment of EMMS Label 11-DoD arrival at each Joint Military Postal Activity - Atlantic (500k), Pacific (350k)

- January 2010
 - 10th - MPSA DMS Message -- New Military Postal Procedures for Voting Support (2010 MOVE ACT)
- March 2010
 - 15th - MPSA 2010 Voting STRATCOM released and disseminated
 - 17th - Weekly TELCONS with each service component postal manager
 - 22nd - MPSA DMS Message -- 2010 Postal Strategic Voting Support Plan
- April 2010
 - 12th - Service Postal Voting Support STRATCOM's received
 - 15th - AMPS Version 2 streamlining and sync
- May 2010
 - 1st - 31st Field Testing and revision of AMPS Version 2
 - 31st - AMPS Version 2 offline
- June 2010
 - 20th - AMPS Version 2 restored online, Phase I Modules only
 - 14th - 18th – DoD Postal Symposium, St. Louis, Mo
 - 14th - 18th – Lockheed Martin ballot scanning system tested at DoD Postal Symposium
- July 2010
 - 20th - AFN Hotspot Aired overseas
 - 26th - MPSA DMS Message – Overseas Military Post Office Absentee Ballot Collection Procedures for the 2010 General Elections
 - 27th - MPSA DMS Amendment to message release 261921ZJul 10
 - 27th - DAIG MPS and Voting Inspection CENTCOM Army Locations
 - 27th - 30th - Test scan EMMS Label 11- DoD at all MPOs
 - 30th - Shipment of 45 Lockheed Martin ballot scanning systems to CENTCOM locations from JMPA-Atlantic
- August 2010
 - 4th - MPS Mailing deadline published (NLT 26 Oct); Exceptions submitted for Navy fleet ships (NLT 19 Oct)
 - 10th - 29th - MPSA Voting Training Team deployed to CENTCOM
 - 15th - AMPSV2 Revised Voting training and required testing available online
- September 2010
 - 1st - MPS start ballot count and tracking
 - 1st - 31st - Daily SITREP to Executive Director MPSA
 - 13th - The Times interview and article released (CW03 Clark and MSG Johnson interviewed)
 - 18th - State mandatory 45 day deadline date
 - 21st - MPSA DMS Message Receipt of Express Mail ballots from Local Election Offices to MPS
 - 24th - USPS removes Express Mail restrictions to off-net APO/FPO/DPO locations

- October 2010
 - 1st - 31st – Daily SITREP to MPSA Executive Director
 - 5th - New York state misses 45 day deadline date
 - 18th - Voting information available on MPSA website
 - 26th - Mandate for all MPS locations to expedite all RETROGRADE ballots
 - 27th - Extended usage granted for use of EMMS Label 11-DoD until 24 Nov
 - 27th - MPSA DMS Message-- EMMS Label 11- DoD Discontinue Guidance
- November 2010
 - 1st - 25th - Daily SITREP to MPSA Executive Director
 - 2nd - Election Day
 - 15th - MPSA Voting program manager develops After Action Review questionnaire
 - 27th Nov - 10th Dec - MPSA 2010 After Action Review online survey available via AMPSV2
- January 2011
 - 28th - 2010 Voting Assessment Analysis submitted for final review to Deputy Director, MPSA
- February 2011
 - 1st – Briefing to BG Mustion, Executive Director, MPSA

Chapter 3

Assessment Methodology

1. Task Organization of Postal Voting Team: MPSA's Operations division manages several programs that support the DoD Postal mission. The Operations Chief oversees the postal voting program, address management, product tracking, postal offenses, postal equipment and supply, and postal claims and inquiries. The coordinators for the implementation procedures for the postal voting program are as follows:

CWO3 James Clark Operations Division Chief

MSG Grace Johnson MPSA Voting Program Manager

2. Baseline Methodology: The approach for the conduct of the 2010 postal voting After Action Review was to gather feedback from the military postal voting representatives at military post offices abroad. The intent was to gauge the effectiveness and compliance to standards of systems and communications used during the voting year and to identify improvements for continued enhancement.

3. Coordination and Planning:

- Federal Voting Assistance Program Director, Mr. Bob Carey
- USPS Director, Global Systems Management, Mr. Ron Middlebrooks
- USPS Manager, Mrs. Karen Tucker
- USPS Expedited Operations, Mrs. Karen Key
- MPSA Operations Division Postal voting coordinators
- MACOM/MAJCOM postal voting representatives
- Military Post Office postal voting representatives

4. References:

- Uniformed and Overseas Citizens Absentee Voting Act, Public Law 99-410
- United States Code, Section 3406(b) Postal Service
- National Defense Authorization Act FY 2002, Public Law 107-107
- National Defense Authorization Act FY 2010, Subtitle H - MOVE ACT, Public Law 111-84
- Help America Vote Act, Public Law 107-252
- Federal Voting Assistance Program, DoD 1000.4
- Military Postal Manual, DoD 4525.6-M
- MPSA Strategic Voting Support Plan
- Defense Postal Messages
- MPSA Postal Voting Poster

Chapter 4

Objective 1: Implementation procedures to ensure MOVE Act compliance

The Military Overseas Voter Empowerment Act (MOVE Act), Subtitle H - Public Law (P.L.) 111-84, requires the Secretary of Defense to submit to Congress a report on the status of implementation and assessment of programs directed by the MOVE Act. As part of 2010 National Defense Authorization Act (NDAA) (P.L. 111-84), and the MOVE Act, the Military Postal Service Agency (MPSA) is required to arrange for expedited return delivery of absentee ballots for overseas military voters throughout the Military Postal System (MPS). The United States Postal Service (USPS) defines “expedited mail delivery service” as Express Mail. USPS directives for Express Mail require each item to be tracked as it moves through the mail network (acceptance to delivery). In addition, the MOVE Act requires that ballots be collected at overseas military post offices (MPOs) no later than seven days prior to the election date in order to reach local election offices in the U.S. by the election date of November 2, 2010. Remote MPOs requiring additional days for absentee ballots to transit to election offices are required to provide alternate mailing dates with justification. In December 2009 MPSA, in coordination with the United States Postal Service (USPS), developed a new Express Military Mail Service (EMMS) product for use by service members and their voting age dependents stationed overseas. The new EMMS Label 11-DoD bearded the unique alpha-numeric series of “ES99xxxxxxUS” to differentiate DoD absentee ballots moving through the postal network from all other Express Mail. This label was affixed to any voted absentee balloting envelope. This label prompted the data exchange between the USPS “track and confirm” network and the Automated Military Postal System (AMPS) for online viewing and tracking of ballots. The collaborated efforts between agencies provided a means for accountability and return delivery of all absentee ballots transmitted through the Military Postal System (MPS) from overseas uniformed services members and their voting age dependents back to local election officials.

Objective 1: Implementation procedures to ensure MOVE Act compliance (continued)

On March 15, 2010, MPSA released their Strategic Voting Support Plan to Service Components, Combatant Commands, and Major Commands. The purpose of this plan was to explain new absentee ballot acceptance requirements, and delineate responsibilities for implementation procedures throughout the MPS. It identifies eight objectives to ensure the MPS remains compliant with the MOVE Act. These eight objectives ensure interoperability and an integrated network to process and move balloting materials. Key to this process was using EMMS Label 11-DoD for the general election in November 2010. The EMMS Labels 11 - DoD were used during the 2010 general election beginning September 1, 2010. Each MPO was required to scan the new EMMS Label 11-DoD absentee ballot using the Integrated Retail Terminal (IRT) or the Lockheed Martin Ballot scanning systems.

The scanned data was transferred to AMPS for daily upload to USPS Product Tracking Service (PTS) system along with the required Postal Service (PS) form 1412 finance report. This method provided online visibility of the voted member ballots by visiting the USPS website.

Chapter 4

Objective 2: Implement strategic communication initiatives and voter awareness

MPSA initiated an aggressive media campaign to further promote our responsibility for ensuring expeditious delivery of balloting materials and availability of free absentee ballot mailing privileges provided to service members voting by mail. MPSA published various Defense Message Services (DMS) to Service Components, Combatant Commanders, and postal voting representatives at every level to address the requirements, procedures, and guidance to ensure compliance with the MOVE Act. Meetings and visits to the Federal Voting Assistance Program (FVAP) Office and United States Postal Service (USPS) agency were conducted as necessary to streamline and coordinate efforts between agencies to support the DoD voting program and MOVE Act initiatives. Local commands, in coordination with MPSA implemented strategic communication plans to inform voters of mail procedures and mailing dates. Unit Voting Assistance Officers (UVAOs) and their chain of command sent out messages to remind voters of mailing dates for ballots to arrive at the state election office on time. The MPSA postal voting manager in coordination with the Army Publishing Directorate designed a postal voting poster to inform overseas voters of the availability of the EMMS Label 11-DoD and “free” Express Mail service available to track and return their cast ballots. A total of 4,200 posters were delivered to every MPO, FPO, and DPO for placement in their postal offices and headquarters areas. Additionally, MPSA contacted the Armed Forces Network (AFN) for the production of a commercial on the applicability, availability, and usage of the new EMMS Label 11-DoD. MPSA provided AFN with the content and script for use in a 30 second commercial which was broadcasted from July 20, 2010 thru November 2, 2010. Weekly teleconferences with each Joint Military Postal Activity (JMPA), Service Component postal voting representatives, and leadership throughout the MPS were conducted.

Chapter 5

Objective 3: Provide revised postal voting training to all postal personnel

On August 15, 2010 the MPSA postal voting manager developed and fielded an online postal voting training module for AMPS V2 Voting Module. This training module provided a comprehensive lesson plan to ensure our postal personnel had a solid understanding of the voting laws, MOVE Act requirements, new postal products, and procedures necessary to maintain the integrity and security of ballots processed through the MPS. This training introduced the guidance for affixing the EMMS Label 11-DoD on cast ballots, Express Military Mail processing procedures as well as, provided visual step-by-step methods for scanning, tracking, accounting, and reporting of ballots in the AMPS V2 voting module. Each Major Command postal coordinators was required to assign a minimum of (2) or more personnel at each MPO as a postal voting representative (PVR). Once assigned, PVRs were automatically linked to the postal voting training module which required completion of a knowledge certification test before they were given access the voting module data input screens. The PVRs were responsible data accuracy, accountability, and tracking of all ballot movement received from local state election offices and returned to the states. MPSA sent a training team to JMPA-A August 10-13, 2010 for the setup, inventory, and hand receipt of the Lockheed Martin ballot scanning systems purchased for tracking of absentee ballots. CENTCOM identified 45 Army locations that would receive this equipment. The training team immediately deployed to Kuwait and Qatar on August 13-29, 2010 to train postal personnel from the various MPO locations on the new voting requirements and procedures. They also provided hands on demonstration with the participants on how to operate and upload ballot data from the Lockheed Martin ballot scanning system laptops into AMPS V2 Voting module. On September 1, 2010, each postal activity began reporting PROGRADE and RETROGRADE ballots received at their location into the AMPS V2 Voting module. As an additional requirement, postal activities reported any mail delay issues that interfered with their normal transportation scheduling and route. This information was collected and reported in the delay section of the voting module within AMPS.

Chapter 5 (continued)

Objective 4: Synchronize Postal Voting Support Plans of the Services

In an effort to effectively communicate and disseminate postal voting information, each service component postal manager was required to develop a separate postal strategic plan. The service plans were to supplement MPSA's Strategic Voting Support Plan objectives and identify collection locations within their area of responsibility and timeliness for ensuring absentee ballots reach the Air Mail Terminals, Military Mail Terminals, and Fleet Mail Centers in a timely manner and as required by legislation. The weekly TELCONs with the service postal managers were conducted to address issues that were unique to their location. MPSA received postal voting plans from US Army Pacific Command, 8th US Army, US Army Europe, Central CMD, Marine Forces Command-Pacific, US Coast Guard, and the Navy Supply System CMD. Although service postal plans were received at MPSA, most were generic in content. The plans lacked the necessary substance and detail needed to identify their concept of operation and execution for ballot movement such as, collection points, key players, reporting sites, processes to educate unit mail clerks, and key timelines necessary to provide their postal locations with greater understanding and management for the handling and processing of ballots within their area. MPSA will coordinate with FVAP to emphasize requirements for COCOMs and MACOMs (MAJCOMs) to establish support plans for processing and transporting absentee ballots during election periods.

Chapter 6

Objective 5: Ensure distribution of voting supplies, Materials, and Cancellation Devices

Objective 6: Procure and field scanning Equipment

Objective 7: Develop distribution plan for Joint Military Postal Activities

Each Joint Military Postal Activity (JMPA) was the central hub and push-platform for voting materials, scanning equipment, and supplies. They continually monitored the influx of state ballots and ensured all ballots received from MPOs were processed in the USPS Express Mail operation center. The USPS Expedited Mail center mailed 500,000 of the new EMMS Label 11-DoD to each JMPA location. JMPA-Atlantic received 350,000 and JMPA-Pacific received 150,000 labels on Jan 25, 2010. In coordination with each service postal manager, the JMPAs distributed the labels to the designated locations. The MPS identified early on a potential reporting concern for postal locations that did not have the capability to submit their finance activities through online Retail Consolidation Uploads (RCU). To prevent the irregularity of ballot reporting MPSA procured scanning equipment from Lockheed Martin to provide an alternate means to capture ballot scans. The Lockheed Martin ballot scanning system laptops were contracted through Centrum technologies for software and hardware peripherals. The total cost of this ballot scanning equipment was \$965,035 in which the FVAP provided \$550,000 to support the funding of the needed equipment. The Department of the Army funded \$746,250.00 of the remaining funds needed to execute this necessity. The total cost to support the 2010 Election was \$1,381,327 or \$49.64 per ballot. Centrum provided a prototype of the system during the DoD Postal Symposium June 14-18, 2010 to test and improve its ease of use, capability, and functionality. These ballot scanning laptop systems were delivered to JMPA-Atlantic on July 31, 2010. The CENTCOM area received 45 of these ballot scanning systems for the locations unable to submit RCU uploads. The 2010 MPSA Voting posters were delivered to each JMPA for addressing and dispatching to all military post offices. The collective coordination between the JMPAs, USPS, MPSA, and the service postal voting managers leveraged and mitigated any issue that aroused.

Chapter 7

Objective 8: Encourage Inspector General and local voting inspections of postal activities

The MPSA supports command programs and encouraged the MPS to assess and inspect their activities. All military service Inspectors General are required to inspect the effectiveness and compliance with the Federal Voting Assistance Program annually. The Department of the Army Inspector General (DAIG) conducted a combined inspection of the Army's Voting Assistance Program (AVAP) and the Military Postal System. The inspection objective was to assess OCONUS postal locations in Europe, Kuwait, Iraq, and Afghanistan in preparations for the handling of voting registration materials, absentee ballot requests, and absentee ballot returns. This assessment included 31 unit mailrooms, 13 Army Post Offices and six joint military postal activities during the period June 15, 2010 to September 17, 2010. The results of the Army's Inspector General assessment identified the following deficiencies for unit mail clerks handling of voting registration materials.

Training:

- Majority of unit mail clerks lacked sufficient knowledge and experience to properly conduct mailroom operations.
- Mailroom operations training varied from one command to another in length and material.
- In some cases, mailroom operations training omitted the procedures for identifying and handling voting registration materials.
- In some cases where the unit mail clerks could not identify absentee ballot, they treated absentee ballots as bulk mail and did not provide mail forwarding services.

Organization:

- Communication to subordinate postal activities to issue technical guidance and correct deficiencies are hindered due to multiple levels between postal subject matter experts and postal executioners.
- Communication is slowed by a lack of technical expertise/knowledge at some levels of command.

Chapter 8

AAR Summary of Recommendations

MPSA RECOMMENDATIONS:

- 1.** Include DoD overseas addresses into the USPS National Change of Address (NCOA) and Postal Automated Redirection System (PARS) to allow for automated redirection of ballots for absentee voters who have moved. Currently, ballots travel to overseas post offices to be redirected back to the U.S. or other overseas military locations. Including addresses in USPS automated systems would redirect absentee ballots at the first USPS mail processing and distribution center it enters in the U.S.
- 2.** DoD develops a centralized mail forwarding data base similar to USPS NCOA and PARS to allow postal activities to locate individuals of demobilized reserve and National Guard units. Mail, to include absentee ballots, is currently returned to sender upon demobilization of these units.
- 3.** Service members and their families may change addresses up to four times within a four year period. Election offices should require voters to update mailing information annually. Requiring annual updates of addresses at election offices will significantly reduce undeliverable and returned to sender mail, as well as unnecessary cost
- 4.** Broaden the MOVE Act to include overseas DoD civilians and their families. Military Postal personnel are currently required to enforce inequitable service to DoD military and civilians serving overseas. Many DoD civilians are serving in the same capacity as uniformed service members, and should receive the expedited service.
- 5.** Offer the Express Mail Military Service to absentee ballots shipped from election offices to overseas voters. This will provide election offices and voters the ability to track ballots from dispatch to delivery. This would also provide MPSA and USPS the ability to monitor transit, identify delays, and ensure appropriate action to resolve.
- 6.** Election officials must adhere to the MOVE Act requirement for dispatching absentee ballots to voters no later than 45 days prior to the election date. This provides adequate time for ballots to reach absentee voters in the most remote locations to vote and mail back their ballot for the election.

MACOM and MPO RECOMMENDATIONS:

- 1.** DoD, USPS, and election offices develop pre-labeled envelopes to be mailed to voters with EMMS Label 11-DoD already placed on the return envelope for the voted ballot. This will eliminate the countless errors of placement of the label.
- 2.** Use EMMS 11-DoD Label for both Prograde and Retrograde ballots as the preferred option.
- 3.** Make the EMMS Label 11-DoD smaller to fit smaller ballot envelopes.
- 4.** Place registered RFID tags within each EMMS 11-DoD Label and require RFID readers be placed within every vehicle, plane, or ship that transports the mail.
- 5.** Provide EMMS 11-DoD Label to unit mail clerks for distribution to voting members and units.
- 6.** Create training video and power point slides with step by step procedures for processing ballots.
- 7.** Make training on processing absentee ballots an annual requirement.
- 8.** Send training video to areas with bandwidth restrictions and intermittent internet connections.

Appendix A

References

Required publications.

Uniformed and Overseas Citizens Absentee Voting Act, Public Law 99-410

United States Code, Section 3406(b) Postal Service

National Defense Authorization Act FY 2002, Public Law 107-107

National Defense Authorization Act FY 2010, Subtitle H - MOVE ACT, Public Law 111-84

Help America Vote Act, Public Law 107-252

Federal Voting Assistance Program, DoD 1000.4

Military Postal Manual, DoD 4525.6-M

MPSA Strategic Voting Support Plan CY 2010

MPSA Defense Postal Messages CY 2010

MPSA Postal Voting Poster CY 2010

Web Links.

Congress - www.opencongress.org/bill/all

US Rules Committee - rules.senate.gov/public/

Office of Special Counsel- www.osc.gov

Overseas vote Foundation- www.overseasvotefoundation.org/node/282

Federal Voting Assistance - www.fvap.gov

Military Postal Service Agency – <http://hqdainet.army.mil/mpsa/index.htm>

United States Postal Service – www.usps.com

Appendix B

MACOM AAR Survey Results

2010 Voting Survey for MACOM Users

MACOM: All MACOMs, Report on 01/27/2011

Responses, 121 of 192 total, 63%

<p>1. Did your organization receive the 2010 Military Postal Service Agency Strategic (MPSA) Voting Action Plan? Yes --- 87% (105) No --- 13% (16)</p>
<p>2. Did you disseminate the MPSA's Strategic Voting Support Plan to your Military Postal Activities? Yes --- 84%(102) No --- 16%(19)</p>
<p>3. Did you understand the intent outlined in MPSA's Strategic Voting Support Plan to ensure MPS compliance with the Military and Overseas Voter Empowerment Act (MOVE)? Yes --- 93%(112) No --- 7%(9) What was unclear or how would you revise?</p>
<p>4. How did the requirements of the MOVE Act change your current operational procedures?</p>
<p>5. As the MACOM/MAJCOM, did you develop a separate Postal Voting Support Plan IAW Objective 4, MPSA 2010 Strategic Voting Support Plan? Yes --- 74%(90) No --- 26%(31)</p>
<p>6. Were the Postal Voting Support Plans beneficial in coordinating efforts to address transportation concerns and distribution for your area of responsibility? Yes --- 85%(103) No --- 15%(18)</p>
<p>7. Prior to 1 Sep 2010, did your postal locations receive all necessary supplies and equipment to support the 2010 election? Yes --- 83%(101) No --- 17%(20)</p>
<p>8. Was the EMMS Label 11-DoD an effective product used to provide expedited services, accountability, and tracking of voted ballots delivered through the MPS? Yes --- 83%(101) No --- 17%(20)</p>
<p>9. How can we simplify our processes to capture the necessary data for the disposition of absentee ballots in AMPS?</p>
<p>10. Can you provide us with an improved technique that enables us to better support isolated locations such as FOBs and deployed vessels?</p>
<p>11. Which option would be the best method for distributing the EMMS Label 11-DoD to isolated locations, such as FOBs and deployed vessels etc? a. Provide EMMS Label 11-DoD to Unit Voting Assistance Officers and Installation Voting Assistance Officers --- 32%(39) b. Provide EMMS Label 11-DoD to Unit Mail Clerks for distribution to voting members and units --- 7%(9) c. Both (above) --- 40%(48) d. Other --- 21%(25)</p>
<p>12. How can we better train and prepare postal personnel in absentee ballot handling procedures and reporting to include units performing turnover?</p>
<p>13. Did the AMPS Voting Module training adequately educate your postal personnel on current voting laws that impacted and directed the manner in which the MPS must process and handle absentee ballots and materials? Yes --- 82%(99) No --- 18%(22)</p>
<p>14. Was the Voting Module Training an effective visual tool used to prepare postal personnel for collection, processing, and reporting ballot disposition? Yes --- 88%(106) No --- 12%(15) What was unclear or how would you revise?</p>

<p>15. Did your location receive the Lockheed Martin Ballot Tracking computer system? Yes --- 33%(40) (Was the system easy to use? Yes -- 90%(36), No -- 10%(4)) No --- 67%(81)</p>
<p>16. What issues did you experience with the Lockheed Martin Ballot Tracking computer system?</p>
<p>17. What changes or system capabilities would you recommend to improve or upgrade the Lockheed Ballot Tracking computer system?</p>
<p>18. Was the requirement of two Postal Voting Representatives at each postal activity sufficient to manage and report all ballots processed at each your postal activity? Yes --- 84%(102) No --- 16%(19)</p>
<p>19. Did you provide any additional Postal Voting training with your postal activities to clarify the new reporting requirements and procedures for the conduct of the 2010 election? Yes --- 51%(62) What training forum did you use? No --- 49%(59)</p>
<p>20. Did you conduct an inspection of your postal activities for EMMS Label 11-DoD, TAG 191's, Express Mail Bags, and cancelling devices? Yes --- 69% (83) (Physical inspection -- 45%(37), Email -- 27%(22), Appoint Designee -- 16%(13), Other -- 13%(11)) No --- 31%(38)</p>
<p>21. How did you ensure postal voting information and changes were disseminated to all personnel within your postal activity?</p>
<p>22. Were all postal personnel familiar with the requirements of the MOVE Act or were there varied degrees of knowledge within your post office? Yes, all postal personnel were familiar - 0%(0) No, all postal personnel were unfamiliar – 100% (121) What was the reason?</p>
<p>23. Did your locations receive MPESA "We The People" posters? Yes --- 64%(78) (When? May -- 1%(1), Jun -- 19%(15), Jul -- 18%(14), Sep -- 46%(36), Oct -- 15%(12)) No --- 36%(43)</p>
<p>24. How can we improve and better prepare for the next voting year?</p>
<p>25. List 3 postal procedures the MPS should retain.</p>
<p>26. List 3 postal procedures the MPS should improve.</p>

Appendix C

MPO AAR Survey Results

2010 Voting Survey for MPO Users

MACOM: All MACOMs, Report on 01/27/2011

Responses, 526 of 743 total, 71%

<p>1. How long have you been appointed as a Postal Voting Representative?</p> <p>1 - 3 months --- 45%(236) 4 - 6 months --- 34%(178) 7 - 12 months --- 21%(112)</p>
<p>2. Was the requirement of two Postal Voting Representatives at each Military Post Office (MPO) adequate to ensure ballots were accurately processed and reported for your postal activity?</p> <p>Yes --- 87%(456) No --- 13%(70) (How Many you recommend? 1 -- 19%(13), 2 -- 7%(5), 3 -- 37%(26), 4 -- 30%(21), 5 -- 7%(5))</p>
<p>3. Did you receive a copy of the 2010 Military Postal Service Agency Strategic Voting Support Plan?</p> <p>Yes --- 87%(459) No --- 13%(67)</p>
<p>4. Did you understand the intent outlined in MPSA's Strategic Voting Support Plan to ensure MPS compliance with the Military and Overseas Voter Empowerment Act (MOVE)?</p> <p>Yes --- 97%(511) No --- 3%(15) What was unclear or how would you revise?</p>
<p>5. Did your MACOM/MAJCOM develop and implement a separate Postal Voting Support Plan to address the specific needs and transportation concerns for your location?</p> <p>Yes --- 93%(489) No --- 7% (37) What guidance did you receive?</p>
<p>6. Did your MACOM/MAJCOM provide additional postal voting training and guidance to better educate you on processes and procedures for the 2010 election?</p> <p>Yes --- 27%(142) The additional training? No --- 73%(384)</p>
<p>7. The 2010 Military and Overseas Voter Empowerment Act (MOVE) required the MPS to provide tracking and expedited services for voted ballots. Was the EMMS Label 11-DoD a good product for accountability and tracking of ballot movement through the MPS?</p> <p>Yes --- 95%(501) No --- 5%(25)</p>
<p>8. Do you feel you received adequate guidance and instructions to perform your duties and responsibilities for processing absentee ballots?</p> <p>Yes --- 95%(502) No --- 5%(24) What additional information do you need?</p>
<p>9. Did the AMPS Voting Module training adequately educate and train you on current policies, procedures, and laws that impacted and directed the way the MPS must process and handle absentee ballots and materials?</p> <p>Yes --- 97%(511) No --- 3%(15) What is your recommendation to improve it?</p>
<p>10. Was the Voting Module Training an effective visual tool used to prepare postal personnel for collection, processing, and handling of ballot movement?</p> <p>Yes --- 95%(502) No --- 5%(24)</p>
<p>11. On average, how much time did it take you to input the Prograde ballots in the AMPS "Received FWABs" Voting menu?</p> <p>1 hour or less per day --- 84%(442) 2-3 hours per day --- 13%(70) 4 hours or more per day --- 3%(14)</p>

<p>12. On average, how much time did it take you to record and report Retrograde absentee ballots in the AMPS "Voted Ballot" Voting menu?</p> <p>1 hour or less per day --- 86%(454) 2-3 hours per day --- 11%(57) 4 hours or more per day --- 3%(15)</p>
<p>13. Prior to 1 Sep 2010, did your postal locations receive all necessary supplies and equipment necessary to support the 2010 election?</p> <p>Yes --- 89%(467) No --- 11%(59)</p>
<p>14. Did you experience any difficulty affixing the EMMS Label 11-DoD on the ballots received from the local election offices?</p> <p>Yes --- 36%(190) (Is that because of the envelope sizes? Yes -- 86%(163), No -- 8%(15), Other -- 6%(12)) No --- 64%(336)</p>
<p>15. Did your MACOM/MAJCOM conduct an inspection of your post office to ensure compliance with voting policies and procedures?</p> <p>Yes --- 74%(391) No --- 26%(135) Reason for not inspecting?</p>
<p>16. How can we simplify our processes to capture the necessary data for the disposition of absentee ballots in AMPS?</p>
<p>17. Can you provide us with an improved technique that enables us to better support isolated locations such as FOBs and deployed vessels receive expedited services and track their ballots?</p>
<p>18. How can we better train and prepare postal in absentee ballot handling procedures and reporting to include units conducting turnover?</p>
<p>19. Which option would be the best method for disseminating the EMMS Label 11-DoDs to isolated locations, such as FOBs, deployed vessels, etc?</p> <p>a. Provide EMMS Label 11-DoD to Unit Voting Assistance Officers and Installation Voting Assistance Officers. --- 25%(132) b. Provide EMMS Label 11-DoD to Unit Mail Clerks for distribution to voting members and units. --- 13%(66) c. Both (above) --- 58%(305) d. Other --- 4%(23)</p>
<p>20. What scanning method did your postal activity use to capture EMMS Label 11-DoD barcodes?</p> <p>a. Manual data input into AMPS --- 45%(238) b. Phaser 360, PSC symbol scanner, or other scanning device --- 37%(196) c. Lockheed Martin Ballot Tracking computer system --- 11%(56) d. No scanning equipment available --- 7%(36)</p>
<p>21. Do you believe these scanning methods are effective tools for capturing EMMS barcodes?</p> <p>Yes --- 91%(480) No --- 9%(46)</p>
<p>22. Did your location receive the Lockheed Martin Ballot Tracking computer system?</p> <p>Yes --- 24%(127) (Was the system easy to use? Yes -- 88%(112), No -- 12%(15)) No --- 76%(399)</p>
<p>23. What issues did you experience with the Lockheed Martin Ballot Tracking computer system?</p>
<p>24. What changes or system capabilities would you recommend to improve or upgrade the Lockheed Ballot Tracking computer system?</p>
<p>25. How can we simplify the procedures for the Voting RCU CD/DVD upload for AMPS?</p>
<p>26. Did your MACOM conduct a Voting inspection of your MPO?</p> <p>Yes --- 43%(226) (When? May -- 10%(23), Jun -- 11%(24), Jul -- 16%(37), Sep -- 36%(82), Oct -- 27%(60)) No --- 57%(300)</p>
<p>27. Did your locations receive MPSA "We The People" posters?</p> <p>Yes --- 69%(365) (When? May -- 12%(45), Jun -- 18%(65), Jul -- 33%(119), Sep -- 37%(136)) No --- 31%(161)</p>
<p>28. How can we improve and better prepare for the next voting year?</p>
<p>29. List 3 postal voting procedures the MPS should retain.</p>
<p>30. List 3 postal voting procedures the MPS should improve.</p>

Appendix D

MPSA Voting Poster



Express Yourself & Express Mail Your Vote

Free ballot tracking and fast delivery for absent overseas military voters and their family members.

"New" Label 11 - DOD Express Mail labels are available at APO/FPO locations for you to "Track Your Vote"

Service members overseas may Express return their absentee ballots FREE of charge from any MPO/FPO, American embassy or consulate with this label

Pickup label from local APO/FPO



2 Affix the label on your voted ballot



ENVELOPE FRONT WITH LABEL 11 - DOD

Retain your tracking number



Express Your Vote Checklist

Submit your Federal Post Card Application for absentee voting on a yearly basis and send to your election official

Election official approves your registration or request and mails your ballot to you

Complete the absentee ballot and cast your vote

Use the Label 11 - DOD on Absentee Ballots mailed from Military Postal Systems in regularly scheduled federal general elections

Affix Label 11 - DOD to your Absentee Ballot and mail at your local APO/FPO

Track your absentee ballot online at www.usps.com

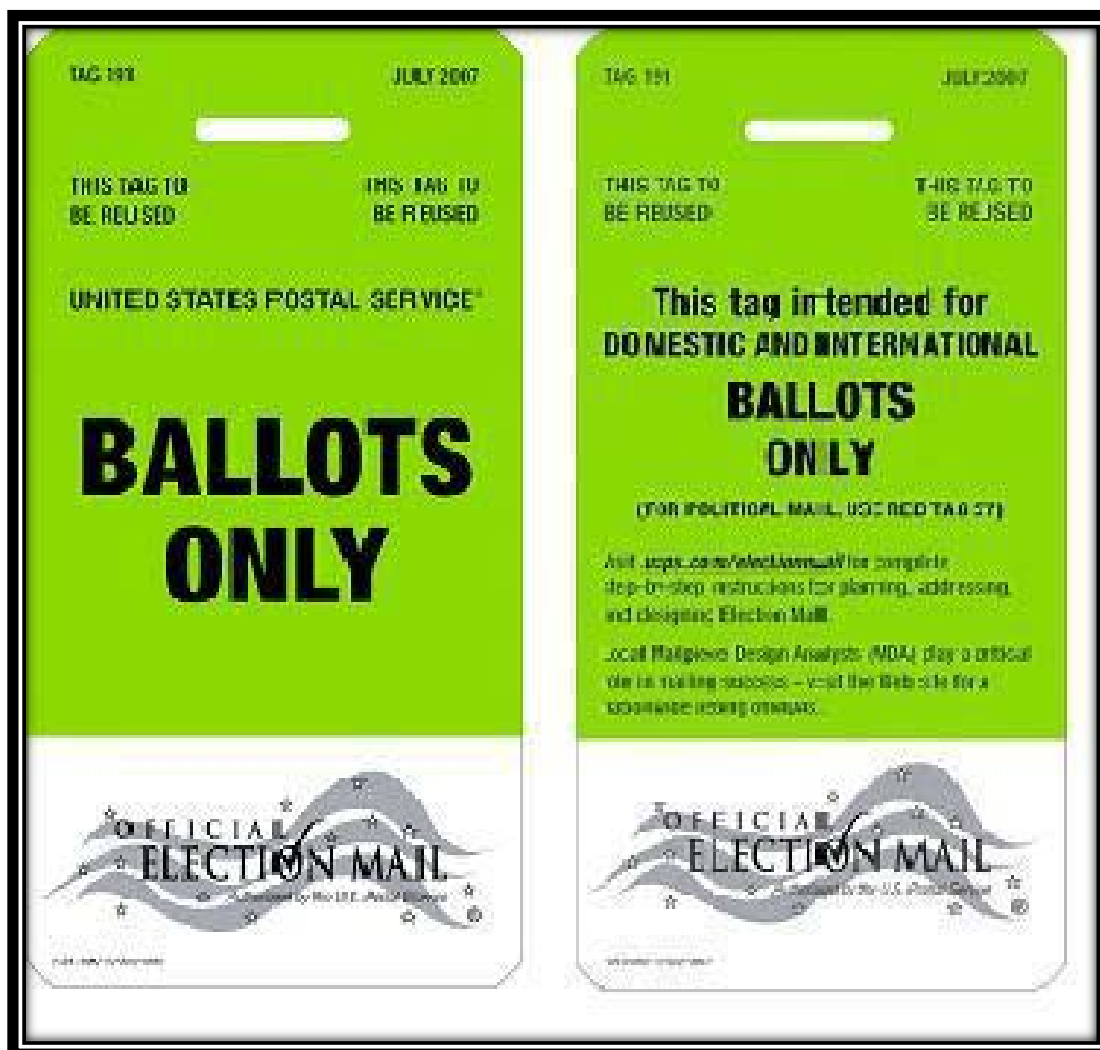
For more details see your local postal representative:

**GO ONLINE TO
WWW.USPS.COM
TO TRACK YOUR VOTE**

MPSA Poster 2010 - 01

Appendix E

TAG 191



Appendix F

LABEL 11-DOD

Back

For tracking visit us at usps.com

EM 123 456 789 US

Retain For Your Records



Instructions:

1. Peel label. Align white center line to top of envelope.
2. Fold remaining label over envelope. Barcode to front.
3. Tear tab at perforation.
4. Keep tab for your records.

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MAIL
UNITED STATES POSTAL SERVICE

**ONLY FOR USE WITH
ABSENTEE BALLOTS FROM
THE MILITARY POSTAL SYSTEM**

Postage Paid for by the
Department of Defense

**WAIVER OF
SIGNATURE**

Guaranteed By End Of Day



EM 123 456 789 US

LABEL 11- DOD JAN 2010

Front