

Inspector General

United States
Department of Defense



Special Plans and Operations

Assessment of the
Federal Voting Assistance Program Office
Implementation of the
Military and Overseas Voter Empowerment Act

Report Documentation Page

Form Approved
OMB No. 0704-0188

Public reporting burden for the collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to a penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number.

1. REPORT DATE 31 AUG 2012	2. REPORT TYPE	3. DATES COVERED 00-00-2012 to 00-00-2012			
4. TITLE AND SUBTITLE Assessment of the Federal Voting Assistance Program Office Implementation of the Military and Overseas Voter Empowerment Act		5a. CONTRACT NUMBER			
		5b. GRANT NUMBER			
		5c. PROGRAM ELEMENT NUMBER			
6. AUTHOR(S)		5d. PROJECT NUMBER			
		5e. TASK NUMBER			
		5f. WORK UNIT NUMBER			
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Department of Defense Inspector General, 4800 Mark Center Drive, Alexandria, VA, 22350-1500		8. PERFORMING ORGANIZATION REPORT NUMBER			
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES)		10. SPONSOR/MONITOR'S ACRONYM(S)			
		11. SPONSOR/MONITOR'S REPORT NUMBER(S)			
12. DISTRIBUTION/AVAILABILITY STATEMENT Approved for public release; distribution unlimited					
13. SUPPLEMENTARY NOTES					
14. ABSTRACT					
15. SUBJECT TERMS					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT Same as Report (SAR)	18. NUMBER OF PAGES 50	19a. NAME OF RESPONSIBLE PERSON
a. REPORT unclassified	b. ABSTRACT unclassified	c. THIS PAGE unclassified			

Inspector General

United States Department of Defense

Vision

One professional team strengthening the integrity, efficiency, and effectiveness of the Department of Defense programs and operations.

Mission

Promote integrity, accountability, and improvement of Department of Defense personnel, programs and operations to support the Department's mission and serve the public interest.



The Department of Defense Inspector General is an independent, objective agency within the U.S. Department of Defense that was created by the Inspector General Act of 1978, as amended. DoD IG is dedicated to serving the warfighter and the taxpayer by conducting audits, investigations, inspections, and assessments that result in improvements to the Department. DoD IG provides guidance and recommendations to the Department of Defense and the Congress.



INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
4800 MARK CENTER DRIVE
ALEXANDRIA, VIRGINIA 22350-1500

AUG 31 2012

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND
READINESS
DIRECTOR, FEDERAL VOTING ASSISTANCE PROGRAM

SUBJECT: Assessment of the Federal Voting Assistance Program Implementation of the Military and Overseas Voter Empowerment (MOVE) Act
(Report No. DODIG-2012-123)

We are providing this report for information and use. We considered comments from the Federal Voting Assistance Program Office on a draft of this report when preparing the final report.

DoD Directive 7650.3 requires that all recommendations be resolved promptly. The Federal Voting Assistance Program Office concurred with the contents of the draft report.

We appreciate the courtesies extended to the assessment team from the Director, Federal Voting Assistance Program; Services Voter Action Officers; and the Defense Manpower Data Center and their respective staffs. Their assistance and support were invaluable.

Please direct questions to Mr. Joseph Oliva at (703) 604-9488 or Mr. Michael Herbaugh at (703) 604-9164. We will provide a formal briefing on the results, if stakeholders request.

A handwritten signature in black ink, reading "K P Moorefield", is positioned above the typed name.

Kenneth P. Moorefield
Deputy Inspector General
Special Plans and Operations

This Page Intentionally Left Blank



Results in Brief: Federal Voting Assistance Program Implementation of the Military and Overseas Voter Empowerment (MOVE) Act

What We Did

To determine if voting assistance programs carried out under the Uniformed and Overseas Absentee Voting Act (UOCAVA), as amended, and subsequently modified by the Military and Overseas Voter Empowerment (MOVE) Act complied with the law, and were effective in meeting the law's intent, we focused on:

- The sufficiency of survey data used in assessing program effectiveness.
- Compliance with the MOVE Act requirement to establish voting assistance offices on all installations worldwide.

What We Found

Data Sufficiency – Federal Voting Assistance Program (FVAP) officials explained that program assessment required rigorous, data-driven statistical analysis. Accordingly, they prepared their *2010 Post Election Survey Report to Congress* with the help of the Defense Manpower Data Center (DMDC).

Report assertions about voting by active duty personnel in 2010 might have been more credible had more than the 15 percent of the military personnel queried responded to the survey. DMDC's nonresponse bias report suggests that the weighting methods they used substantially reduced the nonresponse bias present in unweighted estimates.¹ Nonresponse bias likely remains

the largest source of error in the 2010 Post-Election Voting Survey of Uniformed Service Members. Because DMDC considered nonresponse bias the largest source of survey error, FVAP and DMDC need to work to increase response rates.

Voting Assistance Offices – One of the most significant provisions of the MOVE Act is a requirement for the Military Services to establish an installation voting assistance office (IVAO) on every installation under their control (except for installations in a warzone). To assess effectiveness of DoD efforts to establish IVAOs, we attempted to contact 100 percent of the installations identified by the FVAP website. Results were clear. Our attempts to contact IVAOs failed about 50 percent of the time.

We concluded the Services had not established all the IVAOs as intended by the MOVE Act because, among other issues, the funding was not available. Officials pointed out the law did not authorize DoD additional funding for this initiative and estimated IVAO costs could exceed \$15-20 million per year.

DoD officials also posed concerns about IVAO effectiveness. They noted that younger military personnel were the biggest DoD military population segment and emphasized that IVAOs were likely not the most cost effective way to reach out to them given their familiarity and general preference for communicating via on-line social media and obtaining information from internet websites. They suggested assistance might be provided more effectively and efficiently by targeted advertising,

¹ Draft 2010 Post-Election Voting Survey of Uniformed Service Members: Mode and Nonresponse Bias Studies, p. 15.

technology, like Twitter and Facebook, and online tools, supplemented by well-trained unit voting assistance officers, who are already in place.

Moreover, FVAP officials indicated that investing in intuitive, easy-to-use web-based tools, rather than IVAOs—could substantially reduce cost and improve voting assistance. The FVAP will specifically address that approach in its pending report to Congress, and DoDIG will focus on this option during our on-going assessment and reporting.

What We Recommend

1. The FVAP continue to collaborate with the DMDC to design a survey that will increase the 2012 post-election survey response rate.
2. The Federal Voting Assistance Program Office, in coordination with Office of the Under Secretary of Defense for Personnel and Readiness, develop a legislative proposal requesting relief from the MOVE Act mandated requirement for the military Services to maintain voting assistance offices on all installations worldwide. Such proposal should change the mandatory requirement to one that is discretionary to the Secretaries of the Military Departments with the intent that the Services optimize voting assistance to military personnel and other overseas citizens.

Management Comments

Management concurred with both of our recommendations, identified actions they planned to increase the 2012 Post-Election Survey response rate, and agreed the recommended legislative proposal would allow the Services to optimize absentee voting assistance. Managements comments in their entirety are included at Appendix D.

Analysis of Management Comments

Management comments are responsive to our recommendations and we believe the actions management has planned will address the issues we identified.

Table of Contents

Introduction	1
Background.....	1
Voting Assistance Programs.....	1
Federal Oversight of Voting Assistance Programs.....	2
Objective.....	3
Scope, Methodology, and Prior Reporting	3
Management Control Weaknesses and Constraints on Program Assessment	4
Observation 1. Data Sufficiency	5
Background.....	5
What We Did	5
What We Found.....	6
What We Recommend.....	7
Management Comments.....	7
Analysis of Management comments.....	7
Observation 2. Installation Voting Assistance Offices	9
Background.....	9
What We Did	11
What We Found.....	12
Joint Bases	12
Overseas Installations	13
Efforts to Establish IVAOs.....	14
FVAP Outreach to Military Personnel.....	15
What We Recommend.....	15
Management Comments.....	15
Analysis of Management Comments.....	15
Appendix A – Technical Methodology	17
Appendix B – Prior Report Coverage	25
Appendix C – Installation Voting Assistance Offices (IVAO)	29
Army Installations.....	30
Air Force Installations	32
Navy Installations	34
Marine Corps Installations.....	36
Coast Guard Installations.....	37
Appendix D - Management Comments	40

Acronyms and Abbreviations

BRAC	(Defense) Base Closure and Realignment Commission
DoD	Department of Defense
DoDIG	Department of Defense Inspector General
DMDC	Defense Manpower Data Center
DTM	Directive-Type Memorandum
FVAP	Federal Voting Assistance Program
GAO	Government Accountability Office
IG	Inspector General
IVAO	Installation Voting Assistance Office
MOVE	Military and Overseas Voter Empowerment (Act)
OMB	Office of Management and Budget
UOCAVA	Uniformed and Overseas Absentee Voting Act

Introduction

Background

Voting Assistance Programs – The Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA [P.L. 99-410], August 28, 1986), as amended and subsequently modified by the Military and Overseas Voter Empowerment (MOVE) Act (P.L. 111-84, Title V, Subtitle H) on October 28, 2009, specified that the right to vote was fundamental. The law explained that many logistical, geographical, operational, and environmental barriers restricted the ability to vote for military and other eligible overseas citizens. Accordingly, the law established various programs and requirements intended to help military and eligible overseas citizens register, vote, and have their votes counted. The law impacted numerous federal agencies, including the:



A U.S. Forward Operating Base in the Arghandab River Valley, Kandahar Province, Afghanistan, August 2010, prior to the 2010 Federal election. Because of technology, personnel assigned to this combat outpost could get absentee voting assistance through Federal Voting Assistance Program websites.

- U.S. Department of Defense,
- U.S. Department of State,
- U.S. Department of Homeland Security,
- U.S. Department of Justice,
- U.S. Military Departments and Services, and
- United States Postal Service.

The law also:

- impacted state and local jurisdictions;
- charged the Secretary of Defense (SecDef) with responsibility for all Federal voting assistance functions;

- required the SecDef to consult with federal, state, and local officials to ensure they were aware of the law’s relevant provisions; and
- authorized the SecDef to establish a Federal Voting Assistance Program (FVAP) reporting to the Under Secretary of Defense for Personnel & Readiness through the Federal Voting Assistance Program Director.

Federal Oversight of Voting Assistance Programs – In the aftermath of the November 2000 Presidential election, and subsequently necessitated by law or Congressional request, the Government Accountability Office (GAO), Department of Defense Inspector General (DoDIG), Postal Service IG, Military Service IGs, and other Federal entities, were required to report on voting assistance program compliance with law and regulation. Additionally, they were required to report on the effectiveness of those programs in achieving intended purposes. For example:

- **The Federal Voting Assistance Program Office** – UOCAVA, as amended by the MOVE Act, required the Program Office to:
 - Report to Congress within 180 days of MOVE Act implementation on their assessment of compliance with the law’s provisions, and the effectiveness of programs intended to assist military personnel and overseas citizens vote.
 - Report to Congress not later than March 31st of each year, on their assessment of compliance with voting assistance laws, and the effectiveness of voting assistance programs, including programs implemented by each of the Military Services.
- **United States Government Accountability Office (GAO)** – Beginning in December 2000, Congressional requests required the GAO to routinely audit voting assistance program compliance; evaluate program effectiveness; and assess the integrity of the electoral process at the federal, state, and local levels. GAO audits consistently included the programs of the DoD, the Military Services, and the Department of State.
- **Military Service Inspectors General (IGs)** – Title 10, United States Code, Section 1566, (10 U.S.C. § 1566), as amended, required the IGs of the Army, Navy, Air Force, and Marine Corps to annually review compliance with their own Service’s voting assistance programs; review program effectiveness; and report results to the DoDIG.
- **Department of Defense Inspector General** – 10 U.S.C. § 1566 required the DoDIG to report to Congress each year on compliance with all voting assistance programs, including compliance by the Army, Navy, Air Force, and Marine Corps. The law also required the DoDIG to report on the effectiveness of all voting assistance programs.

For a list of reports on military and overseas voting assistance programs issued since November 2000, see Appendix B – Prior Report Coverage.

Objective

The objectives of our assessment were to determine whether voting assistance programs carried out under the Uniformed and Overseas Absentee Voting Act (UOCAVA), as amended, and subsequently modified by the Military and Overseas Voter Empowerment (MOVE) Act:

- complied with the law and DoD implementing instructions,
- were effective in meeting the law's intent.

Scope, Methodology, and Prior Reporting

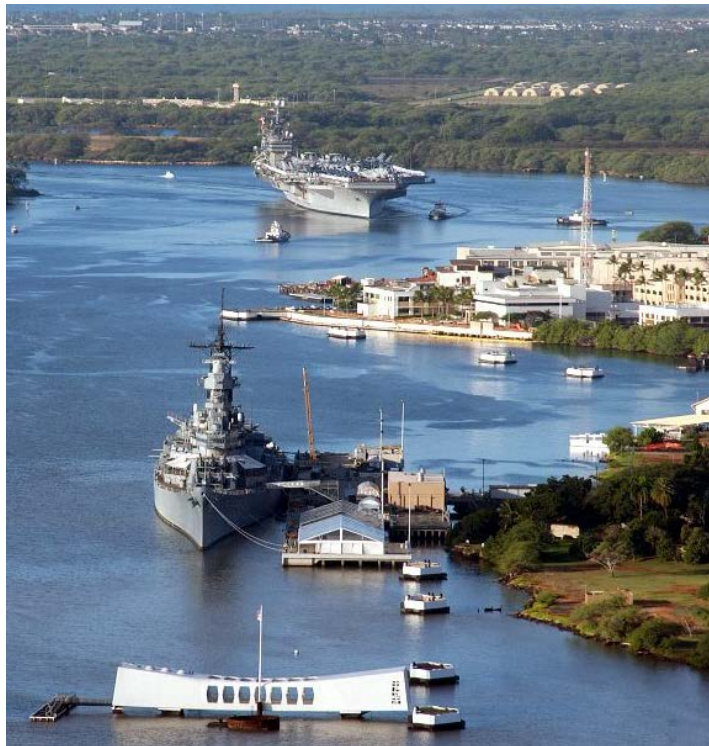
We conducted this assessment in conjunction with our responsibilities under 10 U.S.C. § 1566, and in accordance with provisions of the Inspector General Act of 1978 as amended. As indicated, the

FVAP is a major multidimensional program impacting numerous Federal, state, and local agencies and jurisdictions, and is subject to repetitive examination and reporting by various Federal oversight organizations. These oversight reports have focused on program compliance with law or regulation and assessed program effectiveness. Collectively, the reports form a substantial body of work to which senior public officials and those charged with governance can refer in shaping their decisions and actions.

The IG Act of 1978 requires DoDIG to avoid duplication by coordinating with the GAO, other Federal IGs, Military Service IGs, and other Federal entities. To avoid duplication

and repetition—and accomplish the DoDIG mission—we used a continuous assessment methodology consistent with routine multi-organizational oversight of complex programs impacting entities and jurisdictions worldwide. The methodology includes on-going:

- analysis of previous and on-going oversight activity and reporting,
- risk assessment based on data reliability and management control,
- dialog with senior public officials and stakeholders at all levels,



The U.S. Navy Aircraft Carrier USS Carl Vinson entering Pearl Harbor. Personnel deployed at sea, like personnel deployed in combat zones, need absentee voting assistance which they can obtain through Federal Voting Assistance Program websites.

- active consideration of stakeholder feedback, and
- separate reporting focused on individual program elements.

Our most recent voting-related report, issued earlier this year, *Assessment of Voting Assistance Programs for Calendar Year 2011* (Report No. DoDIG-2012-068, March 30, 2012), focused on the voting assistance programs of the Army, Navy, Air Force, and Marine Corps, as reported by their Inspectors General.

This report focuses on:

- the sufficiency of survey data used to manage and assess voting assistance program effectiveness.
- compliance with the MOVE Act requirement to establish a voting assistance office on every military installation worldwide.

Additional information on scope, methodology, and prior reporting is located in report observation sections 1 and 2, at Appendix A – Technical Methodology, and at Appendix B – Prior Report Coverage.

Management Control Weaknesses and Constraints on Program Assessment

Federal Voting Assistance Program reporting required by law has been consistently late. For example:

- The initial MOVE Act implementation report was due April 26, 2010, a date preceding the November 2010 election. Had the report been issued on time, it would have provided Federal and state officials with information they might have used to inform their pre-election decisions. However, the report was not issued until March 17, 2011. Program officials explained the report was delayed by funding constraints and work with the Department of Justice on complex issues associated with installation voting assistance offices.
- The calendar year 2010 annual report, due March 31, 2011, was not issued until September 2011. The report focused on the 2010 post-election survey. Program officials explained the report was late because survey data was not available from the Defense Manpower Data Center (DMDC) until June or July 2011.
- The calendar year 2011 annual report, due March 31, 2012, is currently pending.

Additionally, we determined that Military Department and FVAP installation records were erroneous, incomplete, or not readily available. Consequently, we could not authoritatively determine the universal list of military installations that required the voting assistance offices mandated by law.

Observation 1. Data Sufficiency

Background

FVAP officials explained that current program management and evaluation of program performance requires rigorous data-driven statistical analysis using “results based” metrics and transparent data collection methodologies. Nonetheless, prior oversight reports concerning FVAP frequently identified significant data reliability problems. For example, GAO audit, *Elections: DoD Can Strengthen Evaluation of Its Absentee Voting Assistance Program* (Report No. 10-476, June 17, 2010) examined program effectiveness focused on the FVAP 2008 post-election survey. The 2008 survey was based on responses to questions posed to service members, eligible overseas voters, voting assistance officers, among others. The GAO:

- made suggestions for survey questions and collection methodology to improve data reliability,
- pointed out that many military members who were asked to respond to the 2008 survey did not respond,
- explained that survey methodology had not complied with Office of Management and Budget (OMB) *Guidance on Agency Survey and Statistical Information Collections*, June 2006, because it did not include a non-response bias analysis to consider the impact of the low response rate, and
- concluded that because the FVAP failed to conduct a non-response bias analysis, as required by OMB guidance, FVAP conclusions about program effectiveness might not be reliable; FVAP ability to provide a complete picture of program performance was limited; and the quality of required FVAP reports to Congress could be adversely impacted.

In response, FVAP officials acknowledged the GAO criticism of the 2008 post-election survey and explained that, in the future, they would improve survey methodology by seeking additional technical expertise from the Defense Manpower Data Center (DMDC). Subsequently, FVAP officials engaged DMDC to assist in 2010 post-election survey preparation, execution, and analysis at a cost of \$2.3 million. The FVAP *2010 Post Election Survey Report to Congress*, dated September 2011, was prepared with the help of the DMDC. Like the 2008 post-election survey, it suggested voting assistance programs were effective because when survey data was properly adjusted to compensate for demographic and other differences, analysis indicated military populations registered and voted at higher rates than their civilian counterparts, and that military participation had improved appreciably between 2006 and 2010.

What We Did

To determine if the conclusions of the FVAP *2010 Post Election Survey Report to Congress* were reliable, and accurately reflected the effectiveness of voting assistance programs, we assessed the 2010 post-election survey methodology. We supplemented

our team with quantitative specialists from the DoDIG Quantitative Methods and Analysis Division. The specialists performed a limited review of work performed by the DMDC. The review focused on active duty military personnel. The DoDIG specialists also reviewed the DMDC *2010 Post-Election Voting Survey of the Active Duty Military: Statistical Methodology Report* (Report No. 2011-007, April 2011), and discussed survey techniques with the DMDC director and her staff. For additional information about technical methodology, see Appendix A – Technical Methodology.

What We Found

According to the DoDIG specialists, the assertions about the voting participation of active duty military personnel contained in the *FVAP 2010 Post Election Survey Report to Congress* might have been more credible if more people had responded to the survey. However, like the response rate for the 2008 post-election survey, the response rate for the 2010 survey was low—with only 15 percent of the military personnel surveyed responding. Because the response rate was low, the DMDC performed a non-response bias analysis as required by OMB guidance. The objective was to determine if the 85 percent of military members not responding to the survey would have responded in the same way as the 15 percent who did respond. The DoDIG quantitative specialists reviewed the DMDC non-response bias analysis and found:

- In some cases the DMDC analysis had statistically significant different estimates between respondents and non-respondents.
- The DMDC study regarding non-response bias in the 2010 post-election survey was inconclusive.

DMDC's nonresponse bias report suggests that the weighting methods they used substantially reduced the nonresponse bias present in unweighted estimates. DMDC considered nonresponse bias the largest source of survey error.

The DMDC's 2010 post-election survey used a web-based approach. The DoDIG specialists suggested that for the upcoming 2012 post-election survey, the FVAP and DMDC explore other survey data collection methods that might improve the response rate. On Thursday, June 28, 2012, we met with the FVAP Director and principal FVAP staff to discuss the DoDIG specialists' observations and recommendations. The FVAP officials acknowledged:

- The 15 percent active duty response rate to the 2010 post-election survey was too low.
- Getting 18-25 year-olds to respond to a survey or vote was difficult.
- Part of the issue was the survey length which included 80 questions.
- Survey response in other categories like military spouses and overseas citizens was even lower than for military members.

The FVAP staff explained that they were aware of the issues involved and were already actively working with DMDC to improve the upcoming 2012 post-election survey response rate by using multiple survey techniques. For example, they said they were considering a shortened, more concise survey, and a concept that involved technology to allow surveyed personnel to respond from handheld devices. However, they explained that use of any new technology to increase the response rate could be costly, and said their initiatives would have to be evaluated in light of a rigorous cost/benefit analysis.

What We Recommend

1. We recommend that the Federal Voting Assistance Program Office continue to collaborate with the Defense Manpower Data Center to design a survey that will increase the 2012 post-election survey response rate.

Management Comments

Management concurred with our recommendation. They explained that both the Federal Voting Assistance Program Office and the Defense Manpower Data Center agreed that they needed to increase response rates to the 2012 Post-Election Survey, stated they would use techniques not utilized in 2010, and stipulated they would add telephone reminder calls throughout the 2012 survey period. Managements Comments in their entirety are included at Appendix D.

Analysis of Management Comments

Management comments are responsive to our recommendations and we believe the actions management has planned will address the issues we identified.

This Page Intentionally Left Blank

Observation 2. Installation Voting Assistance Offices

Background

One of the most significant provisions of the MOVE Act was for the Military Services to establish an installation voting assistance office (IVAO) on every installation under their control (except for installations in a warzone). The law envisioned an extensive system of IVAOs offering walk-in, face-to-face voting assistance to military members, families, and overseas citizens. The law required the Services to actively inform voters of what help was available—and the time, location, and manner in which they might get that help.



The MOVE Act envisioned a physical facility on every military installation worldwide. The facility was to offer robust, walk-in, face-to-face help to absentee voters. Buckley Air Force Base IVAO, Aurora, Colorado.

On November 15, 2010, the Under Secretary of Defense for Personnel and Readiness issued Directive-Type Memorandum (DTM) 10-021, *Guidance in Implementing Installation Voter Assistance Offices (IVAOs)*, and the Federal Voting Assistance Program (FVAP) Office subsequently published an *Installation Voter Assistance Office Handbook* (undated). Collectively the publications reiterated the requirement to establish an IVAO on every military installation worldwide and emphasized that the intent was to provide “robust” assistance to military personnel, dependents, and overseas citizens. Collectively the publications specified that IVAOs would:



The FVAP *Installation Voting Assistance Office Handbook* required that Installation Commanders post the time assistance was available to absentee voters. Buckley Air Force Base IVAO, Aurora, Colorado.

- report directly to installation commanders,
- be located in fixed, well-advertised places that were easily accessible to people who might need help,

- be staffed with one or two full-time people in each office, and
- manage the unit voting assistance officers assigned to units on their installations to ensure those officers fully complied with their voting assistance responsibilities.

The FVAP *2010 Post Election Survey Report to Congress*, dated September 2011, enumerated a purported universe of all installations worldwide that required IVAOs, and stated that there were 224 installations in that universe, including 13 U.S. Coast Guard installations. The FVAP report also said that with the exception of five U.S. Air Force installations, all installations worldwide had established mandated offices. The FVAP report did not identify the 224 installations by name. See details in the chart below.

Installation Voting Assistance Office Requirements
(as reported in the FVAP 2010 Post Election Survey Report to Congress)

Military Service	Number of Installations Requiring IVAOs	Number of Installations with Existing IVAOs
U.S. Army	51	51
U.S. Air Force	74	69
U.S. Navy	68	68
U.S. Marine Corps	18	18
U.S. Coast Guard	13	13
Total	224	219

The FVAP September 2011 report carefully stipulated that because Coast Guard stations were small and geographically dispersed, all stations did not have IVAOs, and instead, relied on voting assistance officers supervised by their Headquarters in Washington DC, or their Personnel Service Center in Arlington, Virginia. The report stated Coast Guard officials were trying to develop criteria to determine when a Coast Guard station should be designated an



Air Station Clearwater (Florida) is the Coast Guard’s largest air station, supporting C-130 and H-60 Aircraft. It has an exchange, medical clinic, and other support services for hundreds of Coast Guard personnel. However, it does not have an IVAO and was not included on the FVAP’s universal requirement list.

“installation” for MOVE Act compliance purposes—but had not yet done so.

After the FVAP issued its September 2011 report to Congress, the Army, Air Force, Navy, Marine Corps, and Coast Guard all reported their installations had IVAOs in place and functioning as required by law.

What We Did

IVAO Compliance – To determine whether the Services complied with the requirement to establish an IVAO on all installations worldwide, we asked the FVAP to provide the names of the 224 installations enumerated in their September 2011 Report to Congress. We immediately noted that the FVAP’s universal requirement list was incomplete because some installations were not included. Examples included:

- Fort Meade, Maryland,
- Camp Casey, Korea,
- U.S. Army Garrison in Kaiserslautern, Germany, and
- Naval Support Activity Philadelphia (See picture below)

To determine the total extent to which FVAP records were incomplete, we developed a separate list of military installations from various sources, including Service records and the official FVAP website as it was posted in March 2012 (See Appendix C – Installation Voting Assistance Offices [IVAO]). Reconciling errors, omissions, or inconsistencies in FVAP records,

Service records, or information from other sources was beyond the scope of our work, and it was not our intent to do so. Further, installation closures or consolidations resulting from 2005 Defense Base Closure and Realignment (BRAC) Commission, such as consolidation of the twelve multi-Service Joint Bases, may have resulted in omissions or duplicate reporting.



Naval Support Activity Philadelphia is an example of an installation that did not appear on the FVAP’s list of installations requiring an IVAO. Navy officials told us the installation did not have an IVAO because it did not meet IVAO criteria. However, officials could not identify the criteria, or an exception to the MOVE Act requirement, signed by an official with authority to make such an exception. We did note that the installation website had a link to both the Navy Voting Assistance Program and the Federal Voting Assistance Program.

Accordingly, we make no representation that Appendix C is a definitive compilation of all military bases worldwide, nor do we assert the absence of a base from the FVAP’s requirement list necessarily meant the installation was without an IVAO. To develop Appendix C, we independently reviewed official installation websites, spoke to

installation personnel, and performed other steps to independently determine whether individual installations commanders had complied with MOVE Act requirements.

IVAO Effectiveness – To assess the effectiveness of IVAOs that purportedly existed, we placed ourselves in the shoes of potential voters seeking help. Using official FVAP website contact information, as posted on the FVAP website in March 2012, we attempted to contact 100 percent of the IVAOs the website identified. See Appendix C for our attempted contact process.

What We Found

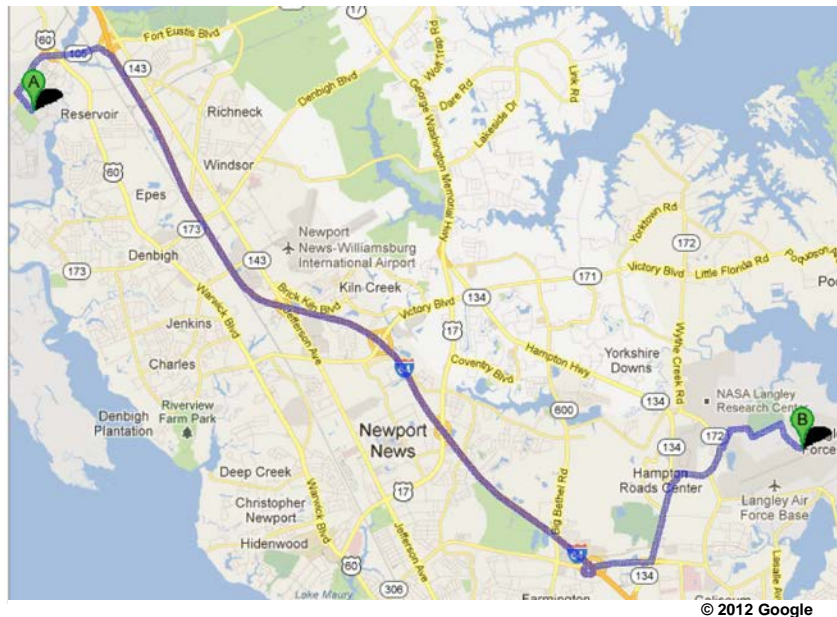
Overall results were clear. About half of the time, we were unable to contact the IVAOs the website identified. See chart below.

Contact with the Installation Voting Assistance Offices on the FVAP Website in March 2012

Military Service	Number of IVAOs on the FVAP Website	Successful Contacts	Percentage of Successful Contacts	Failed Contacts	Percentage of Failed Contacts
Army	54	31	57.4	21 *	38.8
Air Force	74	29	39.2	45	60.8
Navy	68	38	55.9	30	44.1
Marine Corps	18	10	55.6	8	44.4
Coast Guard	15	6	40.0	9	60.0
Total	229	114	49.8	113	49.3

* Does not include Fort McPherson and Fort Monroe which appeared on the FVAP website but were closed.

We also tried to determine if the IVAO program was complying with the spirit of the law—providing walk-in, face-to-face, full service assistance. But consolidations to achieve cost savings may have worked against the law’s operational intent. As a result, for reasons discussed below, we believe the number of IVAOs necessary to comply with the spirit of the law may significantly exceed the number of IVAOs actually in existence today. For example:



A soldier stationed on Fort Eustis would have to travel about 40 miles round trip to visit the Langley-Eustis IVAO.

Joint Bases – In 2005, to combine support functions, and save funds, the BRAC Commission took action that resulted in consolidation of what are now 12 multi-service joint bases. One of those *installations* was Joint Base Langley-Eustis, which consolidated the Army’s Fort Eustis, VA with Langley Air Force Base, VA. But the base

is really two installations located approximately 20 miles apart. To visit the joint IVAO on Langley, a soldier stationed on Eustis would have to travel approximately 40 miles round trip, past Newport News – Williamsburg International Airport in frequently congested traffic. Geographical analysis of Joint Base Lewis-McChord, Joint Base San Antonio, Joint Region Marianas (Guam), and others indicate similar results—the consolidated bases would need an IVAO on every geographically separate installation to provide the walk-in full service assistance the MOVE Act contemplated.

Overseas Installations – Analysis of overseas installations provided additional evidence that cost considerations and other resource constraints were preventing the establishment of an IVAO on all geographically separated installations. FVAP and Military Service records identify IVAOs assigned to U.S. Army Garrisons—but *Garrisons* are organizations, commands, or units—not installations. For example:

- U.S. Army Garrison Stuttgart is an organization that supports multiple separate installations in the Stuttgart, Germany region, where thousands of U.S. Army, Air Force, Navy, Marine Corps, and Coast Guard personnel, their families, and other U.S. citizens are assigned. The installations include Panzer Kaserne, Patch Barracks, Kelley Barracks, Robinson Barracks, and Stuttgart Army Airfield. The bases are all geographically separated by significant distances and travel between them in Stuttgart city traffic is not convenient.

- U.S. Army Garrison Kaiserslautern is organized like the Stuttgart Garrison. Located more than 100 miles, and two hours northwest of Stuttgart, it is the largest American military community outside of the United States, and manages numerous separate and geographically dispersed installations. These separate installations include Rhine Ordnance Barracks, Landstuhl Regional Medical Center, Panzer Kaserne, and Sembach Kaserne.



Sembach Kaserne, formerly Sembach Air Base, is a separate installation located in the Kaiserslautern, Germany region and is approximately 16 miles and 30 minutes from Ramstein Air Base. Sembach is currently assigned to U.S. Army Garrison Kaiserslautern and does not have a separate IVAO.

- The geographical and command structure of U.S. Army Garrisons in Korea, Japan, Italy, and numerous other locations worldwide are comparable to those in Germany. Physically separated installations do not all have IVAOs.

Efforts to Establish IVAOs – As evidenced by published guidance and its ongoing training and assessment activities, the FVAP is putting forth an effort to comply with the law by encouraging the Military Services to establish IVAOs on their installations. But program officials have concerns about the effectiveness of IVAOs, and the availability of Military Service funding or other resources necessary to properly support them. We met with the FVAP Director and the principal FVAP staff to discuss our observations and their concerns—and to get their feedback. The program officials explained:

- The biggest population segment in the military are 18-25 year-olds, who have the lowest voting turnout. Placing IVAOs on all geographically separated installations worldwide may not be the most effective way to reach that age group.
- Fully funding IVAOs on all geographically separate installations worldwide could cost the military Services \$15–20 million or more every year, but IVAOs have not been budgeted, and might duplicate more efficient and effective FVAP initiatives such as:
 - Targeted advertising in publications like *Military Times*, *Stars and Stripes*, and *Military Spouse*, as well as on the Armed Forces Network.
 - Active use of social media sites like Twitter, Facebook, LinkedIn, and MeetUp.
 - Emails pushed to Service members via the military global network (for example, we noted on June 27, 2012, Marine Corps personnel on our staff received an email entitled “2012 Marine Corps Voting Information.” The email included information about absentee voting for the 2012 election cycle, and links to related websites.)
 - Dedicated websites using quick and intuitive online tools—supplemented by well-trained voting assistance officers at unit level. (The email cited in the previous bullet included instruction on how to complete an on-line absentee ballot request, and a reminder that the unit voting assistance officer was available for additional help.)
- Given the time required for personnel to leave their units and travel to an IVAO, use of IVAOs will most likely never reach the level of use envisioned by the MOVE Act.
- Congressional action to help the FVAP shift from costly, ineffective IVAOs to more intuitive, easy-to-use web-based tools could substantially reduce cost and improve voting assistance quality.

For additional information on IVAOs, see Appendix C – Installation Voting Assistance Offices (IVAOs).

FVAP Outreach to Military Personnel – Throughout our work, we noted that the FVAP had made significant efforts to develop and implement a communications and marketing plan—principally focused on younger military personnel—using technology, advertising, social media, email notifications, and web-based systems. FVAP officials asserted that these efforts appear to be effective. For example, at the end of 2011, as they began their outreach and communication program for the 2012 primaries, they explained activity on their web-based voter assistance systems significantly increased. The effectiveness of these outreach efforts will be specifically addressed in the FVAP’s upcoming report to Congress for the period January – December 2011, and will be the focus of continuous DoDIG assessment and reporting.

What We Recommend

2. We recommend that the Federal Voting Assistance Program Office, in coordination with the Office of the Under Secretary of Defense for Personnel and Readiness, develop a legislative proposal requesting relief from the MOVE Act mandated requirement for the military Services to maintain voting assistance offices on all installations worldwide. Such proposal should change the mandatory requirement to one that is discretionary to Secretary of the Military Departments with the intent that the Services optimize voting assistance to military personnel and other overseas citizens.

Management Comments

Management concurred with our recommendation and agreed such a proposal would allow the Services to optimize absentee voting assistance based on local Service requirements. Managements Comments in their entirety are included at Appendix D.

Analysis of Management Comments

Management comments are responsive to our recommendations. We believe the actions management has planned will address the issues we identified.

This Page Intentionally Left Blank

Appendix A. Technical Methodology

The purpose of this review is to validate the 2010 Post Election Survey estimates produced by Defense Manpower and Data Center (DMDC) and comment on the survey methodology approach used by the Program Office. We do not comment on data collection issues or methodology. We do not comment on the Program Office or DMDC compliance with OMB survey, guidance unless it involves technical issues.

The Quantitative Methods Division (QMD) performed a limited review of the 2010 Post Election Survey Report to Congress, dated September 2011. We met with DMDC and they provided the sample data and their weights used to adjust the responses to the U.S. Census Voting Age Population (CVAP) estimates. We also received the 2010 Post-Election Voting Survey of Uniformed Service Members: Mode and Nonresponses Bias Studies, 2010 Posts-Election Survey of Active Duty Military Statistical Methodology.

Based on our review we conclude:

- (1) the response rate for Active Duty Military was 15 percent (see Table 1 of the 2010 Post Election Survey Report to Congress, dated September 2011), which limits the survey results.
- (2) most of the Active Duty Military estimates were reproducible using the weights provided by DMDC and computationally valid (see Table 2), and
- (3) due to the low response rate with the web survey approach, other survey modes should be explored

RESPONSE RATE

The Active Duty Military response rate is 15 percent (reported by DMDC), which is a low response rate. In general, a low response rate leads to non-response bias and this will affect the accuracy of the results. When the unit response rate is less than 80 percent, OMB guidance requires a nonresponse bias analysis be performed. We reviewed the draft 2010 Post-Election Voting Survey of Uniformed Service Members: Mode and Nonresponse Bias (NRB) Studies performed by DMDC. The purpose of the analysis was to understand if the 85 percent that did not respond to the survey would have responded similarly to the 15 percent that did respond. We refer you to the DMDC Mode and Nonresponse Bias Studies for details, but we cite below from page 18 of the study:

- (1) “The differences are most distinct for the NRB only data. When taken on their own and weighted to the full population, the NRB respondents do have some statistically significant differences from the production survey.”
- (2) “Other Nonresponse Bias Study Methodology: Several other analyses aimed at determining the extent of NRB in the survey were inconclusive.”

The table below reports all nine of the yes/no (binary) questions. In four of the nine questions, there is a statistical difference between the respondents and non-respondents.

TABLE 1

2010 Post Election Voting of Uniformed Service Members						
Table 1: Nonresponse Bias Results			Wtd produc tion %		Wtd NRB only %	
Confidence Interval non- overlap*	Table		Pt est	me	Pt est	me
Yes	B1	On November 2, 2010, were you deployed in the United States or territories, or overseas?	21	2	31	6
No	B4	On November 2, 2010, did you live more than 50 miles from your legal voting residence?	76	2	77	5
No	B6	During the past 6 years, did you usually vote in national, state, and local elections, or did you usually not vote?	50	3	45	6
Yes	B7	During the months leading up to the election held on November 2, 2010, did you ever plan to vote in that election, or did you not plan to vote?	54	3	42	6
No	B11	During 2010, did you receive voting information or assistance from a Unit Voting Assistance Officer?	37	3	42	7
No	B12	During 2010, did you receive voting information or assistance from an Installation Voting Assistance Office?	23	3	21	6
Yes	B13	In preparation for the 2010 primaries and general election, did you visit the Federal Voting Assistance Program Web site?	18	2	10	5
No	B14	In preparation for the 2010 primaries and general election, did you refer to the Department of Defense 2010-11 Voting Assistance Guide for information about registering to vote or requesting an absentee ballot?	12	2	10	5
Yes	B17	Elections for President, the U.S. Senate, and U.S. House of Representatives were held in 2008... Did you vote in that election?	50	3	39	6

Result: Four of nine tables Confidence Intervals (CI) do not overlap, thus their point estimates are statistically different.

¹ confidence intervals are $(p1-me1, p1+me1)$ and $(p2-me2, p2+me2)$, i.e. the point estimate minus and plus the m.e. (margin of error).

Table B1 example is (19, 23) and (25, 37) – which do **not** overlap. If the two intervals do **not** overlap, then there is a statistical **difference** between the point estimates.

³ Appendix B: Draft 2010 Post-Election Voting Survey of Uniformed Service Members: Mode and Nonresponse Bias Studies.

ESTIMATES

The FVAP 2010 Post Election Survey Report to Congress, September 2011, contains estimates from the 2006, 2008 and 2010 post-election survey. It also contains the general U.S. CVAP estimates. We focused our review of Active Duty Military on the 2010 post-election survey estimates.

The survey weights are created to account for unequal selection probabilities and varying response rates among the population subgroups. The DMDC calculated two types of weights, unadjusted and adjusted. Because the active duty military differs from the general U.S. voting population, higher proportion of males and younger personnel, DMDC adjusted the weights to produce rates comparable to the general U.S. CVAP. Using the DMDC unadjusted and adjusted weights, we verified the unadjusted and adjusted Active Duty Military estimates produced by DMDC.

Table 2 provides the number of concurred and the non-concurred estimates.

Table 2: The Number of Concurred and Non-concurred Active Duty Military Estimates Contained in the 2010 Post Election Survey Report.

Estimates	Total estimates in report	Total recalculated	Total concurred	Total non-concurred
Unadjusted	71	71	71	0
Adjusted	13	13	13	0*
Total	84	84	84	0

* Fig. 7 page 14 age group 35-44 of Adjusted Active Duty Military differs by 1% after rounding, which is insignificant.

In our limited review, we neither validated the data nor studied the data collection methodology. Within that scope, we were able to reproduce most of the estimates using the weights provided by DMDC.

SURVEY APPROACH

Due to the low response rate with the web survey approach, other survey modes should be explored. We are not addressing data collection issues.

Attachment 1: The 2010 Post Election Survey Estimates (unadjusted)

Attachment 2: The 2010 Post Election Survey Estimates (adjusted)

Attachment 1
The 2010 Post Election Survey Report to Congress - September 2011

Unadjusted Active Duty Military (ADM)

p iii Top figure, Registration rates adjusted for age & gender ADM

	DEN	NUM	
	1,565,541	1,199,980	76.65%

p iii Bottom figure, Participation rates adjusted for age & gender ADM

	DEN	NUM	
	1,565,541	459,155	29.33%

Figure 1 ADM

by AGE	DEN	NUM	
18-24	1,565,541	515,621	32.94%
25-29	1,565,541	366,345	23.40%
30-34	1,565,541	241,132	15.40%
35-44	1,565,541	343,661	21.95%
>45	1,565,541	98,035	6.26%

Figure 2 ADM

GENDER	DEN	NUM	
	1,565,541	1,346,567	86.01%
	1,565,541	218,228	13.94%

Figure 5 Registration rates

by AGE	DEN	NUM	
18-24	515,621	350,050	67.89%
25-29	366,345	284,697	77.71%
30-34	241,132	194,929	80.84%
35-44	343,661	283,907	82.61%
>45	98,035	85,650	87.37%
TOTAL	1,565,541	1,199,980	76.65%

Figure 6 2010 Participation rates

	DEN	NUM	
	1,565,541	459,155	29.33% voted in (1 2 3 4)

Figure 7 1-5 voted 1-4 voted

by AGE	DEN	NUM		code
18-24	471,382	81,561	15.82	2
25-29	332,337	90,662	24.81	3
30-34	225,353	73,194	30.41	4
35-44	330,950	158,759	46.25	5
>45	94,811	54,857	56.01	6

Figure 8 ADM absentee ballot return rates

by AGE	DEN	NUM	
18-24	47,867	27,114	56.65%
25-29	59,086	47,324	80.09%
30-34	46,556	40,068	86.07%

35-44	96,014	84,747	88.27%
>45	29,694	28,011	94.33%

Figure 9 Interest in voting, planned, and actually voted

	DEN	NUM	
	1,564,435	858,226	54.86%
	1,564,473	847,195	54.15%
	1,563,740	459,155	29.36%

Figure 10 Interest in election
by AGE

	DEN	NUM	
18-24	515,001	212,020	41.17%
25-29	366,345	180,051	49.15%
30-34	241,051	139,939	58.05%
35-44	343,260	244,423	71.21%
>45	98,031	81,404	83.04%
OVERALL	1,564,435	858,226	54.86%

Figure 11 Planned to vote in the election
by AGE

	DEN	NUM	
18-24	515,001	214,931	41.73%
25-29	366,345	183,216	50.01%
30-34	241,051	134,282	55.71%
35-44	343,322	236,268	68.82%
>45	98,007	78,110	79.70%
OVERALL	1,564,473	847,195	54.15%

Figure 12 Interested in voting
by AGE

	DEN	NUM	
18-24	212,020	60,766	28.66%
25-29	179,292	75,231	41.96%
30-34	139,939	67,306	48.10%
35-44	244,423	148,724	60.85%
>45	81,326	52,321	64.34%
OVERALL	857,389	404,471	47.17%

Figure 13 Planned to vote and actually voted
by AGE

	DEN	NUM	
18-24	214,931	71,848	33.43%
25-29	182,457	79,659	43.66%
30-34	133,865	69,188	51.68%
35-44	236,239	153,402	64.93%
>45	78,032	53,910	69.09%
OVERALL	845,913	428,130	50.61%

Figure 14 Completed and returned absentee ballots
by AGE

	DEN	NUM	
18-24	47,867	27,114	56.65%
25-29	59,086	47,324	80.09%
30-34	46,556	40,068	86.07%
35-44	96,014	84,747	88.27%
>45	29,694	28,011	94.33%

OVERALL	279,330	227,379	81.40%
---------	---------	---------	--------

Figure 15 Received their absentee ballots
by AGE

	DEN	NUM	
18-24	84,007	47,867	56.98%
25-29	88,407	59,086	66.83%
30-34	61,162	46,556	76.12%
35-44	119,984	96,202	80.18%
>45	38,651	29,706	76.86%
OVERALL	392,325	279,530	71.25%

Figure 23 Reasons ADM & Spouses of ADM did not vote
by Reason

	DEN	NUM		
	662,088	134,564	20.32%	not interested in voting
	662,088	87,668	13.24%	no candidate preference
	662,088	100,090	15.12%	too busy to vote
	662,088	56,707	8.56%	forgot to vote
	662,088	65,185	9.85%	absentee ballot did not arrive
	662,088	35,398	5.35%	absentee voting process too complicated

**Attachment 2
The 2010 Post Election Survey Report to Congress - September 2011**

Adjusted Active Duty Military (ADM)

p iii Top figure, Registration rates adjusted for age & gender ADM

	DEN	NUM	
	210,799,932	177,460,187	84.18%

p iii Bottom figure, Participation rates adjusted for age & gender ADM

	DEN	NUM	
	210,799,932	96,068,205	45.57%

Figure 5 Registration rates

by AGE	DEN	NUM	
18-24	24,500,258	17,167,842	70.07%
25-29	19,695,656	15,434,920	78.37%
30-34	16,604,155	14,189,621	85.46%
35-44	36,510,090	30,681,109	84.03%
>45	113,211,211	99,708,132	88.07%

Figure 6 2010 Participation rates

	DEN	NUM	
	210,799,932	96,068,205	45.57%

Figure 7 Participation rates

by AGE	DEN	NUM	
18-24	24500258.00	3839185.86	16%
25-29	19679987.66	5531209.97	28%
30-34	16590342.55	5956217.73	36%
35-44	36487152.44	17357199.67	48%
>45	113191377.00	63335629.06	56%

This Page Intentionally Left Blank

Appendix B. Prior Report Coverage

In the aftermath of the November 2000 Presidential election, and subsequently necessitated by law or Congressional request, the GAO, DoDIG, Postal Service IG, State Department IG, Military Service IGs, and other Federal entities, were required to report on voting assistance programs. Absentee voting assistance reports issued since November 2000, excluding the annual Military Service IG reports, are listed below.

GAO

GAO Report No. GAO-10-476, "Elections: DOD Can Strengthen Evaluation of Its Absentee Voting Assistance Program," June 17, 2010.

GAO Report No. GAO-07-774, "Elections: Action Plans Needed to Fully Address Challenges in Electronic Absentee Voting Initiatives for Military and Overseas Citizens," June 14, 2007.

GAO Report No. GAO-06-1134T, Testimony Before the Committee on Armed Services, United States Senate, "Elections: DOD Expands Voting Assistance to Military Absentee Voters, but Challenges Remain," September 28, 2006.

GAO Report No. GAO-06-521, "Elections: Absentee Voting Assistance to Military and Overseas Citizens Increased for the 2004 General Election, but Challenges Remain," April 7, 2006.

GAO Report No. GAO 02-90, "Elections: A Framework for Evaluating Reform Proposals," October 15, 2001.

GAO Report No. GAO-01-1026, Elections: Voting Assistance to Military and Overseas Citizens Should Be Improved, September 28, 2001.

GAO Testimony Before the Subcommittee on Military Personnel, Committee on Armed Services, House of Representatives, "Elections: Issues Affecting Military and Overseas Absentee Voters," May 9, 2001.

GAO Report No. GAO-01-470, "Elections: The Scope of Congressional Authority in Election Administration," March 2001.

DoDIG

DoD IG Report No. DoDIG-2012-068, "Assessment of Voting Assistance Programs for Calendar Year 2011," March 30, 2012.

DoD IG Report No. SPO-2011-006, "2010 Evaluation of the DoD Federal Voting Assistance Program (FVAP)," March 22, 2011.

DoDIG (Continued)

DoD IG Report No. SPO-2010-004, “2009 Evaluation of the DoD Voting Assistance Program,” September 27, 2010.

DoD IG Report No. IE-2009-005, “2008 Evaluation of the DoD Voting Assistance Program,” April 30, 2009.

DoD IG Report No. IE-2008-002, “2007 Evaluation of the Federal Voting Assistance Program in the Department of Defense,” March 31, 2008.

DoD IG Report No. IE-2007-004, “Evaluation of the Voting Assistance Program,” March 31, 2007.

DoD IG Report No. IE-2006-001, “Evaluation of the Voting Assistance Program,” March 31, 2006.

DoD IG Report No. IE-2005-001, “Evaluation of the Voting Assistance Program,” March 31, 2005.

DoD IG Report No. D-2004-065, “DoD Implementation of the Voting Assistance Program,” March 31, 2004.

DoD IG Report No. D-2003-072, “DoD Compliance with the Uniformed and Overseas Citizens Absentee Voting Act,” March 31, 2003.

DoD IG Report No. D-2001-145, “Overseas Absentee Ballot Handling in DoD,” June 22, 2001.

United States Department of State

United States Department of State Report No. 01-FP-M-045, “Review of Implementation of the Federal Voter Assistance Program,” August 2001.

United States Postal Service Inspector General

USPS-OIG Audit Report No. NO-AR-05-007, “Processing of Overseas Military Absentee Ballots,” March 29, 2005.

United States Department of Defense – Federal Voting Assistance Program Office

Federal Voting Assistance Program, “2010 Post Election Survey Report to Congress,” September 2011.

United States Department of Defense – Federal Voting Assistance Program Office (Continued)

Congressional Testimony, “Statement of Bob Carey, Director, Federal Voting Assistance Program, Before the House Armed Services Committee, Military Personnel Subcommittee on Military Voting,” July 15, 2011.

Defense Manpower Data Center Report No. 2011-007, “2010 Post-Election Voting Survey of the Active Duty Military: Statistical Methodology Report,” April 2011.

Federal Voting Assistance Program, “Report on the Status and Implementation of Military and Overseas Voter Empowerment Act Programs,” March 17, 2011.

Principal Deputy Under Secretary of Defense for Personnel and Readiness, “Independent Review, Final Report for the Interim Voting Assistance System (IVAS),” August 2006.

Secretary of Defense “Report on DoD Actions to Support Voting Assistance to Armed Forces Outside the U.S.,” December 2004.

This Page Intentionally Left Blank

Appendix C. Installation Voting Assistance Offices (IVAO)

IVAO Compliance – The FVAP *2010 Post Election Survey Report to Congress*, dated September 2011, enumerated a purported universe of 224 installations worldwide that required IVAOs. However, the list of 224 installations did not include major bases in the United States, such as Fort Meade, Maryland, or bases in overseas locations, such as Germany and Korea. Further, the list of 224 contained duplications or bases that were consolidated or closed as a result of the Base Closure and Realignment Commission.

To determine the total extent to which FVAP records were incomplete or in error, we developed a separate list of military installations from various sources, including Military Service records and revisions to the official FVAP website as it was posted in March 2012. The first column in the following tables reflect that effort. Reconciling errors, omissions, or inconsistencies in FVAP records, Service records, or information from other sources was beyond the scope of our work, and it was not our intent to do so. Accordingly, we make no representation that the list in column one is a definitive compilation of all military bases worldwide. Our only purpose in developing the list was to provide a basis for analyzing IVAO coverage and the potential magnitude of the requirement to place IVAOs on all installations worldwide. In some cases, Military Service voting assistance officials explained that certain bases did not meet the criteria for IVAO coverage and were consequently exempted. We noted their explanations and acknowledge certain exemptions might be reasonable. But the officials were not able to provide the authoritative written criteria necessary for us to evaluate the reasonableness of such exceptions to law.

IVAO Effectiveness – To assess the effectiveness of IVAOs that purportedly existed, we placed ourselves in the shoes of potential voters seeking help. Using official FVAP website contact information, as posted on the FVAP website during March 2012, we attempted to contact 100 percent of the IVAOs the website identified. Our process for attempting to contact all IVA Offices or Officers consisted of:

- telephoning and e-mailing using the contact data on the FVAP website;
- leaving a prepared message asking for a return call, if the call went to voice mail;
- using installation websites or directory assistance to find correct contact information, if the telephone number and/or e-mail were incorrect;
- conducting a survey with the IVA Officer to determine the operability of the IVA Office; and
- considering an attempted contact as a failed contact if we could not obtain correct contact data, left a voice mail and/or sent an e-mail with no response, or did not receive a response within 72 hours after leaving a voice mail or sending an e-mail.

The second column in the following tables identify the IVAOs posted on the FVAP website. The third column identifies successful contacts. Our attempts to contact IVAOs posted on the FVAP website failed about 50 percent of the time. See individual Military Service tables on the following pages.

Army Installations

List of Military Installations Compiled from Various Sources	IVAOs Identified by the FVAP Website in March 2012	Contact Achieved
Continental United States		
Anniston Army Depot, Alabama		
Fort Rucker, Alabama	X	X
Redstone Arsenal, Alabama	X	X
U.S. Army Garrison, Fort Greely, Alaska	X	
Fort Huachuca, Arizona	X	
Yuma Proving Grounds, Arizona	X	X
Pine Bluff Arsenal, Arkansas		
National Training Center, Fort Irwin, California	X	X
U.S. Army Garrison, Presidio of Monterey, California	X	
Sierra Army Depot, California		
Fort Carson, Colorado	X	X
U.S. Army Garrison Miami (U.S. SOUTHCOM), Florida	X	X
Fort Benning, Georgia	X	
Fort Gordon, Georgia	X	X
Fort Stewart, Georgia	X	X
Fort McPherson, Georgia (Closed September 15, 2011)	X	NA
Rock Island Arsenal, Illinois		
Crane Army Ammunition Activity, Indiana		
Fort Leavenworth, Kansas	X	X
Fort Riley, Kansas	X	X
Blue Grass Army Depot, Kentucky		
Fort Campbell, Kentucky	X	
Fort Knox, Kentucky	X	X
Fort Polk, Louisiana	X	X
Aberdeen Proving Ground, Maryland	X	X
Fort Detrick, Maryland		
Fort Meade, Maryland	X	
U.S. Army Garrison, Detroit Arsenal, Michigan		
Fort Leonard Wood, Missouri	X	X
Hawthorne Army Depot, Nevada		
Picatunny Arsenal, New Jersey		
White Sands Missile Range, New Mexico	X	X
United States Military Academy, New York	X	X
Fort Drum, New York	X	X
Fort Hamilton, New York		
Fort Bragg, North Carolina – Note: In February 2011, Pope Air Force Base merged with Fort Bragg as Pope Field	X	
Fort Sill, Oklahoma	X	X
The Army War College and Carlisle Barracks, Pennsylvania		
Letterkenny Army Depot, Pennsylvania		
Fort Jackson, South Carolina	X	X
Corpus Christi Army Depot, Texas		
Red River Army Depot, Texas		
Fort Bliss, Texas	X	
Fort Hood, Texas	X	X
U.S. Army Dugway Proving Ground, Utah		
Joint Base Myer-Henderson Hall, Virginia	X	X
Fort Myer (U.S. Army)		
Henderson Hall (U.S. Marine Corps)		
Fort Lesley J. McNair (U.S. Army – Washington, DC)		

Army Installations (Continued)

List of Military Installations Compiled from Various Sources	IVAOs Identified by the FVAP Website in March 2012	Contact Achieved
Fort A. P. Hill, Virginia		
Fort Belvoir, Virginia	X	X
Fort Monroe, Virginia (Closed 2011)	X	NA
Fort Lee, Virginia	X	X
Joint Base Lewis-McChord, Washington (State)		
Fort Lewis (U.S. Army)	X	X
McChord Air Force Base		
Fort McCoy, Wisconsin	X	
Alaska, Hawaii, and the Pacific		
Fort Wainwright, Alaska	X	X
Fort Shafter, Hawaii		
Schofield Barracks, Hawaii	X	
U.S. Army Garrison, Torii Station, Okinawa, Japan	X	
U.S. Army Garrison, Camp Zama, Japan	X	
U.S. Army Garrison, Camp Casey, Korea	X	
U.S. Army Garrison, Deagu, Korea	X	X
U.S. Army Garrison, Humphreys, Korea	X	
U.S. Army Garrison, Red Cloud, Korea	X	X
U. S. Army Garrison, Yongsan, Korea	X	X
Europe		
U.S. Army Garrison Benelux, Belgium		
U.S. Army Garrison Ansbach, Germany	X	
U.S. Army Garrison Baden-Württemberg, Germany	X	
U.S. Army Garrison Bamberg, Germany		
U.S. Army Garrison Baumholder, Germany		
U.S. Army Garrison Garmisch, Germany	X	
U.S. Army Garrison Grafenwoehr, Germany	X	
U.S. Army Garrison Heidelberg, Germany		
U.S. Army Garrison Hohenfels, Germany	X	X
U.S. Army Garrison Kaiserslautern, Germany		
U.S. Army Garrison Mannheim, Germany		
U.S. Army Garrison Schweinfurt, Germany	X	X
U.S. Army Garrison Stuttgart, Germany	X	X
U.S. Army Garrison Wiesbaden, Germany	X	
U.S. Army Garrison, Livorno, Italy	X	
U.S. Army Garrison, Vicenza, Italy	X	
U.S. Army Garrison Schinnen, Netherlands		
Total Army	54	31

Air Force Installations

List of Military Installations Compiled from Various Sources	IVAOs Identified by the FVAP Website in March 2012	Contact Achieved
Continental United States		
The Air War College and Maxwell Air Force Base, Alabama	X	
Eielson Air Force Base, Alaska	X	
Joint Base Elmendorf-Richardson, Alaska		
Elmendorf Air Force Base	X	
Fort Richardson (U.S. Army)		
Davis-Monahan Air Force Base, Arizona	X	
Luke Air Force Base, Arizona	X	
Little Rock Air Force Base, Arkansas	X	
Beale Air Force Base, California	X	X
Edwards Air Force Base, California	X	
Los Angeles Air Force Base, California	X	
Travis Air Force Base, California	X	
Vandenberg Air Force Base, California	X	X
Buckley Air Force Base, Colorado	X	X
United States Air Force Academy, Colorado	X	X
Peterson Air Force Base, Colorado	X	X
Schriever Air Force Base, Colorado	X	X
Dover Air Force Base, Delaware	X	X
Elgin Air Force Base, Florida	X	
Hurlburt Field, Florida	X	X
MacDill Air Force Base, Florida	X	
Patrick Air Force Base, Florida	X	
Tyndall Air Force Base, Florida	X	
Moody Air Force Base, Georgia	X	
Robins Air Force Base, Georgia	X	
Mountain Home Air Force Base, Idaho	X	X
Scott Air Force Base, Illinois	X	
McConnell Air Force Base, Kansas	X	X
Barksdale Air Force Base, Louisiana	X	
Joint Base Andrews, Maryland		
Andrews Air Force Base	X	X
Naval Air Facility Washington		
Hanscom Air Force Base, Massachusetts	X	X
Columbus Air Force Base, Mississippi	X	X
Keesler Air Force Base, Mississippi	X	
Whiteman Air Force Base, Missouri	X	
Malmstrom Air Force Base, Montana	X	
Offutt Air Force Base, Nebraska	X	X
Nellis Air Force Base, Nevada	X	
Joint Base McGuire-Dix-Lakehurst, New Jersey		
McGuire Air Force Base	X	X
Fort Dix (U.S. Army)	X	X
Naval Air Engineering Station Lakehurst		
Cannon Air Force Base, New Mexico	X	
Holloman Air Force Base, New Mexico	X	
Kirtland Air Force Base, New Mexico	X	
Seymour Johnson Air Force Base, North Carolina	X	
Grand Forks Air Force Base, North Dakota	X	
Minot Air Force Base, North Dakota	X	

Air Force Installations (Continued)

List of Military Installations Compiled from Various Sources	IVAOs Identified by the FVAP Website in March 2012	Contact Achieved
Wright-Patterson Air Force Base, Ohio	X	X
Altus Air Force Base, Oklahoma	X	
Tinker Air Force Base, Oklahoma	X	
Vance Air Force Base, Oklahoma	X	X
Joint Base Charleston, South Carolina		
Charleston Air Force Base	X	X
Naval Support Activity Charleston		
Shaw Air Force Base, South Carolina	X	
Ellsworth Air Force Base, South Dakota	X	X
Dyess Air Force Base, Texas	X	X
Goodfellow Air Force Base, Texas	X	
Laughlin Air Force Base, Texas	X	
Joint Base San Antonio, Texas		
Randolph Air Force Base	X	
Fort Sam Houston (U.S. Army)	X	X
Lackland Air Force Base	X	
Sheppard Air Force Base, Texas	X	
Hill Air Force Base, Utah	X	X
Joint Base Langley-Eustis, Virginia		
Langley Air Force Base	X	X
Fort Eustis (U.S. Army)		
Fairchild Air Force Base, Washington (State)	X	X
F.E. Warren Air Force Base, Wyoming	X	
The Pacific		
Kunsan Air Base, Korea	X	X
Kadena Air Base, Japan	X	
Misawa Air Base, Japan	X	
Osan Air Base, Japan	X	X
Yokota Air Base, Japan	X	
Europe and the Middle East		
Lakenheath Air Base, England	X	
Mildenhall Air Base, England	X	
Lajes Field, Portugal	X	X
Ramstein Air Base, Germany	X	
Spangdahlem Air Base, Germany	X	X
Aviano Air Base, Italy	X	
Incirlik Air Base, Turkey	X	
Al Udeid Air Base, Doha, Qatar	X	X
Total Air Force	74	29

Navy Installations

List of Military Installations Compiled from Various Sources	IVAOs Identified by the FVAP Website in March 2012	Contact Achieved
Continental United States		
Naval Air Facility El Centro, California	X	X
Naval Air Station Lemoore, California	X	X
Naval Base Point Loma, California (San Diego)	X	X
Naval Base San Diego, California (San Diego)	X	
Naval Base Coronado, California (San Diego)	X	X
Naval Base Ventura County, California	X	
Naval Air Weapons Station China Lake, California	X	
Naval Support Activity Monterey, California	X	X
Naval Weapons Station Seal Beach, California	X	
Naval Submarine Base New London, Connecticut	X	
Naval Air Station Jacksonville, Florida (Jacksonville)	X	X
Naval Station Mayport, Florida (Jacksonville)	X	X
Naval Air Station Key West, Florida	X	X
Naval Air Station Pensacola, Florida	X	
Naval Air Station Whiting Field, Florida	X	
Naval Support Activity Orlando, Florida	X	X
Naval Support Activity Panama City, Florida	X	
Naval Submarine Base Kings Bay, Georgia	X	
Naval Station Great Lakes, Illinois	X	X
Naval Support Activity Crane, Indiana	X	X
Naval Air Station Joint Reserve Base New Orleans, Louisiana	X	
Naval Air Station Patuxent River, Maryland	X	X
Naval Support Activity Annapolis, Maryland	X	X
United States Naval Academy, Maryland		
Walter Reed National Medical Center, Bethesda, Maryland	X	
Naval Construction Battalion Center, Gulfport, Mississippi	X	
Naval Air Station Meridian, Mississippi	X	
Naval Air Station Fallon, Nevada	X	X
Naval Weapons Station Earle, New Jersey	X	X
Naval Support Activity Saratoga Springs, New York	X	X
Naval Support Activity Mechanicsburg, Pennsylvania	X	X
Naval Support Activity Philadelphia, Pennsylvania		
Naval War College and Naval Station Newport, Rhode Island	X	
Naval (Hospital) Support Facility Beaufort, South Carolina		
Naval Support Activity Mid-South, Tennessee	X	X
Naval Air Station Corpus Christi, Texas	X	X
Naval Air Station Fort Worth Joint Reserve Base, Texas	X	
Naval Air Station Kingsville, Texas	X	
Joint Expeditionary Base Little Creek-Fort Story, Virginia	X	X
Naval Amphibious Base Little Creek Fort Story (U.S. Army)		
Naval Air Station Oceana, Virginia	X	X
Naval Station Norfolk, Virginia	X	X
Naval Support Activity Hampton Roads, Virginia	X	X
Naval Support Activity South Potomac, Virginia		
Naval Support Facility Indian Head, Maryland		
Naval Support Facility Dahlgren, Virginia	X	X
Norfolk Naval Shipyard, Virginia	X	X

Navy Installations (Continued)

List of Military Installations Compiled from Various Sources	IVAOs Identified by the FVAP Website in March 2012	Contact Achieved
Naval Weapons Station Yorktown, Virginia	X	X
Surface Combat Systems Center Wallops Island, Virginia		
Naval Air Station Whidbey Island, Washington (State)	X	
Naval Base Kitsap, Washington (State)	X	
Naval Magazine Indian Island, Washington (State)	X	X
Naval Station Everett, Washington (State)	X	X
Joint Base Anacostia-Bolling, Washington, D.C.	X	X
Naval Support Facility Anacostia		
Bolling Air Force Base		
Naval Support Activity (Navy Yard), Washington, D.C.	X	X
Information Operations Command Sugar Grove, West Virginia		
Portsmouth Naval Shipyard (New Hampshire)	X	X
Atlantic, Europe, Africa and Middle East		
Naval Station Guantanamo Bay, Cuba	X	X
Camp Lemonnier, Djibouti, Africa	X	X
Naval Air Station Sigonella, Italy	X	X
Naval Station Rota, Spain	X	
Naval Support Activity, Bahrain	X	
Naval Support Center Naples, Italy	X	
Naval Support Activity Souda Bay, Greece	X	X
Navy Support Facility Diego Garcia	X	X
Hawaii and the Pacific		
Joint Base Pearl Harbor-Hickam, Hawaii	X	X
Naval Base Pearl Harbor		
Hickam Air Force Base		
Pacific Missile Range Facility Barking Sands, Hawaii	X	X
Joint Region Marianas		
Naval Base Guam	X	
Anderson Air Force Base, Guam	X	
Naval Support Activity Anderson, Guam		
Commander Fleet Activities, Chinhae, Korea	X	
Commander Fleet Activities, Okinawa, Japan	X	
Commander Fleet Activities, Sasebo, Japan	X	
Commander Fleet Activities, Yokosuka, Japan	X	
Naval Air Facility Atsugi, Japan	X	
Naval Air Facility Misawa, Japan	X	
Navy Region Center Singapore/Singapore Area Coordinator	X	
Total Navy	68	38

Marine Corps Installations

List of Military Installations Compiled from Various Sources	IVAOs Identified by the FVAP Website in March 2012	Contact Achieved
Continental United States		
Marine Corps Air Station Yuma, Arizona	X	
Marine Corps Air Ground Combat Center, California	X	X
Marine Corps Air Station Miramar, California	X	X
Marine Corps Base Camp Pendleton, California	X	X
Marine Corps Logistics Base Barstow, California	X	
Marine Corps Mountain Warfare Training Center, California	X	
Marine Corps Recruit Depot San Diego, California	X	X
Marine Corps Support Facility – Blount Island, Florida	X	
Marine Corps Logistics Base Albany, Georgia	X	X
Marine Corps Air Station Cherry Point, North Carolina	X	X
Marine Corps Base Camp Lejeune, North Carolina	X	X
Marine Corps Air Station New River, North Carolina		
Marine Corps Air Station Beaufort, South Carolina	X	
Marine Corps Recruit Depot Parris Island, South Carolina	X	X
Marine Corps Base Quantico, Virginia	X	X
Marine Barracks 8th & I, Washington, DC		
Pacific		
Marine Corps Base Hawaii	X	X
Marine Corps Air Station Iwakuni, Japan	X	
Marine Corps Air Station Futenma, Japan		
Combined Arms Training Center Camp Fuji, Japan	X	
Marine Corps Base Camp Butler, Japan	X	
Marine Corps Camp Mujuk, Korea		
Total Marine Corps	18	10

Coast Guard Installations

List of Military Installations Compiled from Various Sources	IVAOs Identified by the FVAP Website in March 2012	Contact Achieved
Coast Guard Station Ketchikan, Alaska	X	X
Coast Guard Air Station Kodiak, Alaska	X	
Coast Guard Island Alameda, California	X	
Coast Guard Base Los Angeles-Long Beach, California	X	
Coast Guard Base New London, Connecticut	X	
Coast Guard Station Miami Beach, Florida	X	
Coast Guard Fourteenth District, Honolulu, Hawaii	X	
Coast Guard Station New Orleans, Louisiana	X	X
Coast Guard First District, Boston, Massachusetts	X	X
Coast Guard Base Detachment St. Louis, Missouri	X	
Coast Guard Base Cape May, New Jersey	X	X
Coast Guard Ninth District, Cleveland, Ohio	X	
Coast Guard Base Support Unit Portsmouth, Virginia	X	X
Coast Guard Base Support Unit Seattle, Washington (State)	X	X
Coast Guard Station Washington, DC*	X	
Total Coast Guard	15	6

* Coast Guard Station Washington DC is located on Joint Base Anacostia-Bolling (See Navy Installations).

This Page Intentionally Left Blank

Appendix D. Management Comments

Federal Voting Assistance Program Office Comments



DEFENSE HUMAN RESOURCES ACTIVITY
FEDERAL VOTING ASSISTANCE PROGRAM
4800 MARK CENTER DRIVE, SUITE 03J25-02
ALEXANDRIA, VA 22350-4000

AUG 16 2012

MEMORANDUM FOR DEPARTMENT OF DEFENSE INSPECTOR GENERAL
(SPECIAL PLANS AND OPERATIONS)

SUBJECT: Draft Report "Federal Voting Assistance Program Implementation of the Military and Overseas Voter Empowerment (MOVE) Act," DoDIG Project No. D2011-D00SPO-0197.000

This responds to the DoDIG request for review of subject report. We appreciate the Inspector General's consideration of comments provided by FVAP, the Defense Manpower Data Center (DMDC), and the Services during the course of the review.

- **Recommendation 1:** FVAP continues to collaborate with the DMDC to design a survey that will increase the 2012 post-election survey response rate.

Concur with comment: The FVAP and DMDC agree that we need to increase response rates above 15 percent for the 2012 Post Election Survey of Active Duty Military Members. To accomplish this, FVAP and DMDC will add reminder telephone calls to the data collection procedures, a strategy not utilized in 2010. The calls will be made by the FVAP Call Center and will take place throughout the survey field period.

- **Recommendation 2:** The Federal Voting Assistance Program Office, in coordination with Office of the Under Secretary of Defense for Personnel and Readiness, develop a legislative proposal requesting relief from the MOVE Act mandated requirement for the military Services to maintain voting assistance offices on all installations worldwide. Such proposal should change the mandatory requirement to one that is discretionary to the Secretaries of the Military Departments with the intent that the Services optimize voting assistance to military personnel and other overseas citizens.

Concur with comment: Agree that the recommended legislative proposal will allow the Services to optimize absentee voting assistance based on local requirements.

Please direct questions to Mr. Kenneth Warford at (571) 372-0746 or kenneth.warford@fvap.gov.

Pamela S. Mitchell
Pamela S. Mitchell
Acting Director

This Page Intentionally Left Blank

Special Plans & Operations

Provide assessment oversight that addresses priority national security objectives to facilitate informed, timely decision-making by senior leaders of the DOD and the U.S. Congress.

General Information

Forward questions or comments concerning this assessment and report and other activities conducted by the Office of Special Plans & Operations to spo@dodig.mil

Deputy Inspector General for Special Plans & Operations
Department of Defense Inspector General
4, 00 A Uf_`7YbHf Drive
'A`YI UbXf]U, VA 22') \$!%) \$\$



Visit us at www.dodig.mil

DEPARTMENT OF DEFENSE

hotline

make a difference

800.424.9098

Defense Hotline, The Pentagon, Washington, DC 20301-1900

Report

www.dodig.mil/hotline

Fraud, Waste, Mismanagement, Abuse of Authority
Suspected Threats to Homeland Security
Unauthorized Disclosures of Classified Information



Inspector General Department of Defense

