Uniformed and Overseas
Citizens Absentee Voting Act

UOCAVA

TGDC Presentation on UOCAVA Voting Trends

Maricopa County Community Network

August 31st, 2011

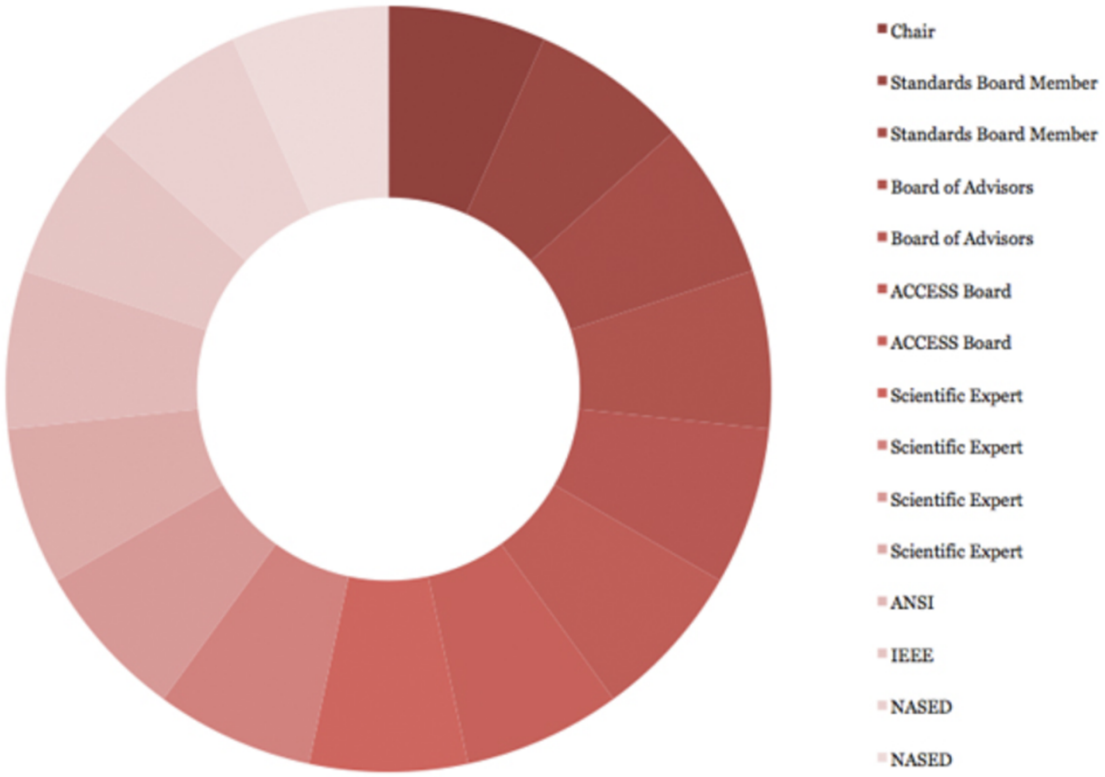
- When the Help America Vote Act was passed in 2002 it established the Election Assistance Commission (EAC) as well as three other boards to provide counsel to the EAC:
  - **Advisory Board**: comprised of 37 appointments and positions by national organizations such as NASS, NASED, NACO, IACREOT, FVAP, DOJ, etc.
    - *Maricopa County Recorder **Helen Purcell** is a member*
  - **Standards Board**: comprised of a state and a local official from each state and territory, of differing parties
    - *Maricopa County Assistant Elections Director **Rey Valenzuela** &*
    - *Arizona State Elections Director **Amy Bjelland** are members*
  - **Technical Guideline Development Committee** (TGDC)
    - *Maricopa County Recorder **Helen Purcell** is a member*

What is the TGDC?

UNITED STATES
ELECTION ASSISTANCE COMMISSION

Technical Guidelines Development Committee

The Technical Guidelines Development Committee (TGDC) assists EAC in developing the Voluntary Voting System Guidelines. The chairperson of the TGDC is the director of the National Institute of Standards and Technology (NIST). The TGDC is composed of 14 other members appointed jointly by EAC and the director of NIST. Visit NIST to view TGDC resolutions, meeting minutes and additional information.



NIST: National Institute of Standards & Technology

ANSI: American National Standards Institute

IEEE: Institute of Electrical and Electronics Engineers

NASED: National Association of State Elections Directors

TECHNICAL GUIDELINES DEVELOPMENT COMMITTEE (TGDC)
MEMBER ROSTER

Designated Federal Official
The Honorable Donetta Davidson
Commissioner, U.S. Election Assistance Commission
Washington, DC

TGDC MEMBERS

Chair
Dr. Patrick Gallagher
Under Secretary of Commerce for Standards and Technology
Director, National Institute for Standards and Technology
Gaithersburg MD

Standards Board

Donald Palmer
Director, Division of Elections
Florida Department of State, Division of Elections
Tallahassee Florida

Donald R. Merriman*
County Clerk and Election Officer
Saline County
Salina, KS

Board of Advisors

Linda Lamone
Administrator of Elections
Maryland State Board of Elections
Annapolis, MD

Helen Purcell
County Recorder
Maricopa County
Phoenix, AZ

ACCESS Board

Ronald Gardner
Director of Field Services
National Federation of the Blind
Bountiful, UT

Phillip Jenkins
Senior Software Engineer
IBM Human Ability and Accessibility Center
Austin, TX

ANSI

Dr. David Wagner
Professor
EECS Department
University of California-Berkeley
Berkley, CA

IEEE

(Vacant)

NASED

Ann McGeehan
Director of the Elections Division
State of Texas
Office of the Secretary of State
Austin, TX

Matt Masterson*
Deputy Election Administrator
Ohio Secretary of State
Columbus, OH

Scientific Experts

Steven Bellovin
Professor of Computer Science
Columbia, University
New York, New York

Diane Cordry Golden
Program Coordinator
Association of Assistive Technology Act Programs
Grain Valley, Missouri

Douglas Jones
Associate Professor
Department of Computer Science
University of Iowa
Iowa City, Iowa

Edwin Smith, III
Vice President
Compliance and Certification
Dominion Voting Systems
Longmont, Colorado

The EAC website has excellent information regarding the numerous acronyms used in elections as well as all of the board's functions, meeting notes, and resolutions:

www.eac.gov

Election Related Acronyms & Phrases	
Acronym	**Name**
Access Board	Architectural and Transportation Barrier Compliance Board
ADA	Americans with Disabilities Act
ANSI	American National Standards Institute
COTS	Commercial Off The Shelf
DOJ	Department of Justice
EAC	Election Assistance Commission
EAVS	Election Administration & Voting Survey
EMGs	Election Management Guidelines
FACA	Federal Advisory Committee Act
FVAP	Federal Voting Assistance Program
HAVA	Help America Vote Act
IACREOT	International Association of Clerks, Recorders, Election Officials and Treasurers
IEEE	Institute of Electrical and Electronics Engineers
IFES	International Foundation for Electoral Systems
IIMC	International Institute of Municipal Clerks
L&A	Logic & Accuracy Testing
MOVE	Military and Overseas Voters Empowerment Act
NACO	National Association of Counties
NACRC	National Association of County Recorders, Election Officials and Clerks
NASED	National Association of State Election Directors
NASS	National Association of Secretaries of State
NCSL	National Conference of State Legislatures
NGA	National Governors Association
NIST	National Institute of Standards and Technology
NVLAP	National Voluntary Laboratory Accreditation Program
NVRA	National Voter Registration Act
TGDC	Technical Guidelines Development Committee
UOCAVA	Uniformed and Overseas Citizens Absentee Voting Act
USCCR	United States Commission on Civil Rights
USCM	United States Conference of Mayors
VAEHA	Voting Accessibility for the Elderly and Handicapped Act
VRA	Voting Rights Act
VSTL	Voting System Test Laboratories
VVSG	Voluntary Voting System Guidelines

What is UOCAVA?

- Uniformed and Overseas Citizens Absentee Voting Act
- Implemented in 1986
- It requires that the states and territories allow certain groups of citizens absent from their home jurisdiction to register and vote absentee in elections for Federal offices.
- This includes citizens living abroad, members of the military as well as their families.

- UOCAVA voters create a unique challenge for election administration:
  - Highly mobile voting population
  - Unconventional locations
  - Frequent changes in location
  - Potential lack of access to resources

UOCAVA VOTERS = Special challenges

MOVE Act of 2010

- The Military Overseas Voter Empowerment Act of 2010 set out some new guidelines for providing access to voting materials for UOCAVA voters, namely:
  - Allow voters the ability to receive their ballot electronically
  - All ballots must be sent out 45 days prior to Election Day
- The MOVE Act also reiterated a 2002 Department of Defense Authorization Act requirement to conduct a demonstration project for the casting of ballots electronically.

FVAP.GOV
FEDERAL VOTING ASSISTANCE PROGRAM

Demonstration and Pilot Projects

- DoD required by law to conduct electronic absentee voting demonstration project
  - 42 USC 1073ff note; 2002 and 2005 NDAAs
  - Mandates
    - Cast Ballots through electronic voting system
    - Only Uniformed services voters specified
    - States must agree to participate
    - Report afterwards
    - Statistically significant number of participants

Federal Voting Assistance Program

Slide taken from FVAP's TGDC presentation on July 26th, 2011

FVAP.GOV
FEDERAL VOTING ASSISTANCE PROGRAM

Comparative Risk Assessment

- FVAP conducting a Comparative Risk Analysis
  - EAC Risk Assessment Tool and NIST Risk Management Framework
  - Initial Risk Assessment by March 12
  - Comparative Risk Assessment by August 12
- Assess risks associated with the current UOCAVA Voting Environment
- Compare to risks associated with remote electronic voting
- TDGC Support Needed
  - Review methodologies
  - Comment on preliminary results
  - Incorporate results into High Level Guidelines

Federal Voting Assistance Program

Slide taken from FVAP's TGDC presentation on July 26th, 2011

Why did MCED present?

- The TGDC established a working group in May of 2010 to develop high-level guidelines for the demonstration project.
  - Maricopa County Recorder Helen Purcell is on this working group
  - MCED staff have participated on the calls
- Establishing a baseline of the risks in the current vote-by-mail (VBM) system was discussed on a call in February of 2011.
- MCED gathers data relevant to that discussion and shared that with the working group.
- Based on the information provided we were asked to present at the July 26-27th TGDC meeting at the NIST campus.

UOCAVA
Voting Trend Analysis
& Risk Assessment
Maricopa County, Arizona

Tammy Patrick
Federal Compliance Officer
Maricopa County Recorder/Election Department

UOCAVA Working Group

- Overall assessment of current Vote By Mail (VBM) UOCAVA system was circulated in February of this year identifying areas of potential vulnerability.
- Maricopa County collects data which speak to two of the categories:
  - Denial of Service/Misdirected or Diversion
  - Authentication
- As a background, Arizona has allowed for the delivery and return of ballots electronically since the 2008 election cycle and is an important element of this presentation.

Denial of Service/ Misdirected or Diversion

- Discussed as:
  - Accidental or malicious failure of the voter receiving their ballot either due to inherent qualities of the delivery system of the ballot or the voter not providing accurate/sufficient/timely information.
  - Competing resources for the delivery of necessities (FVAP's 4B's: "Beans, Bullets, Bandages, and Ballots")

Authentication

- For existing VBM systems this is usually in reference to the signature verification of the returned balloting materials.
- This is a two-fold issue:
  - Lack of signature
  - Signature which does not match

MOVE Act

- It is important to note in this discussion that this analysis is not a comprehensive review of the impact of the MOVE Act because the State of Arizona did not reduce the coverage period MOVE allows until this legislative session.
- Therefore, there were still many voters who had requested to be a covered UOCAVA voter up to 4 years prior to the 2010 General Election, consequently impacting the efficacy of MCED's ability to successfully transmit a ballot to the voter.

With that said.

- UOCAVA voting behaviors in Maricopa County 2004-2010
- Review of ballots returned, & their dispositions
- Review of who did not return ballots

UOCAVA Voter At Risk

Voter Type

Ballot Type

Disposition Failure

FPCA

Location

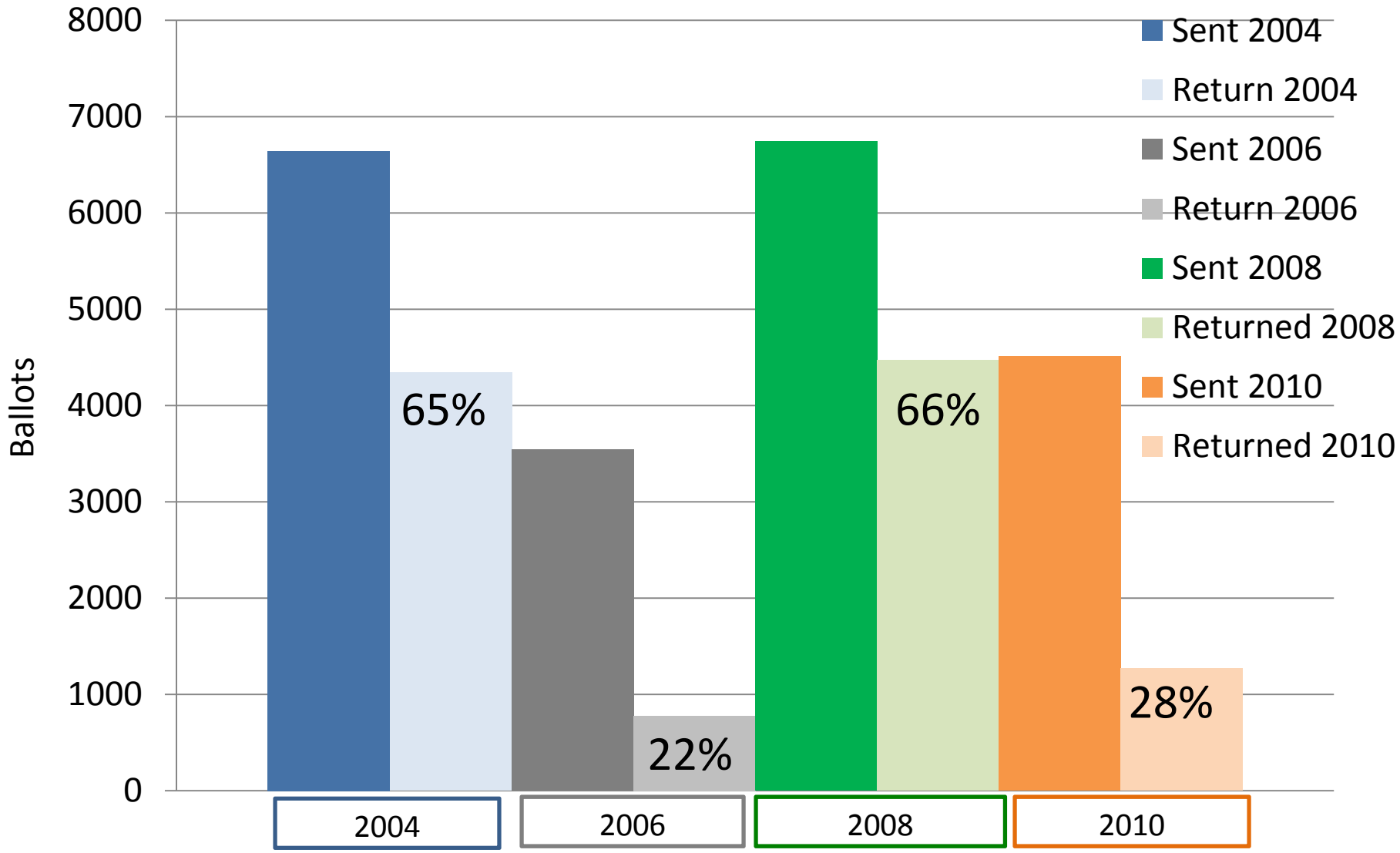
Age

Party Affiliation

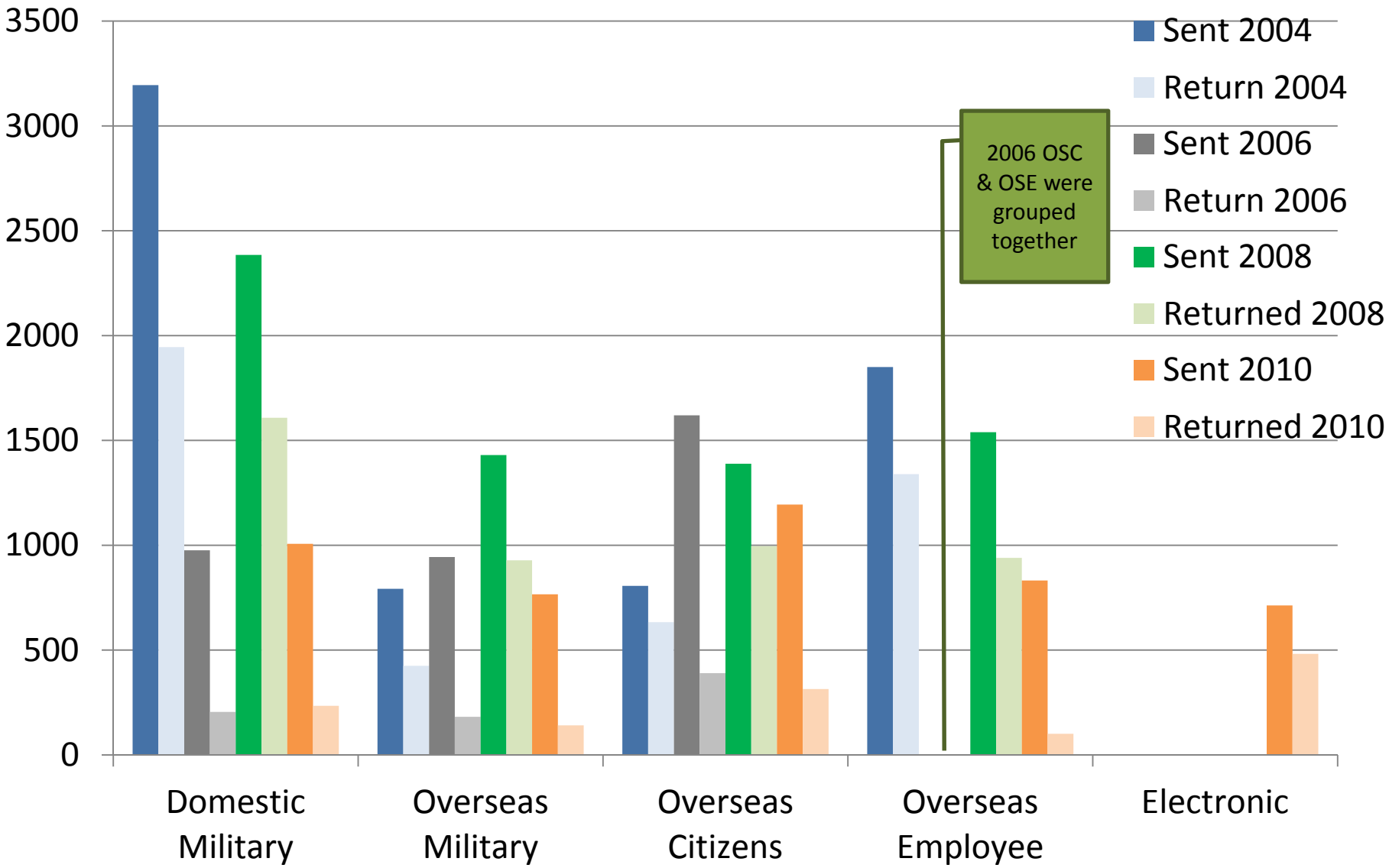
2004-2010

UOCAVA BY TOTAL NUMBER OF BALLOTS

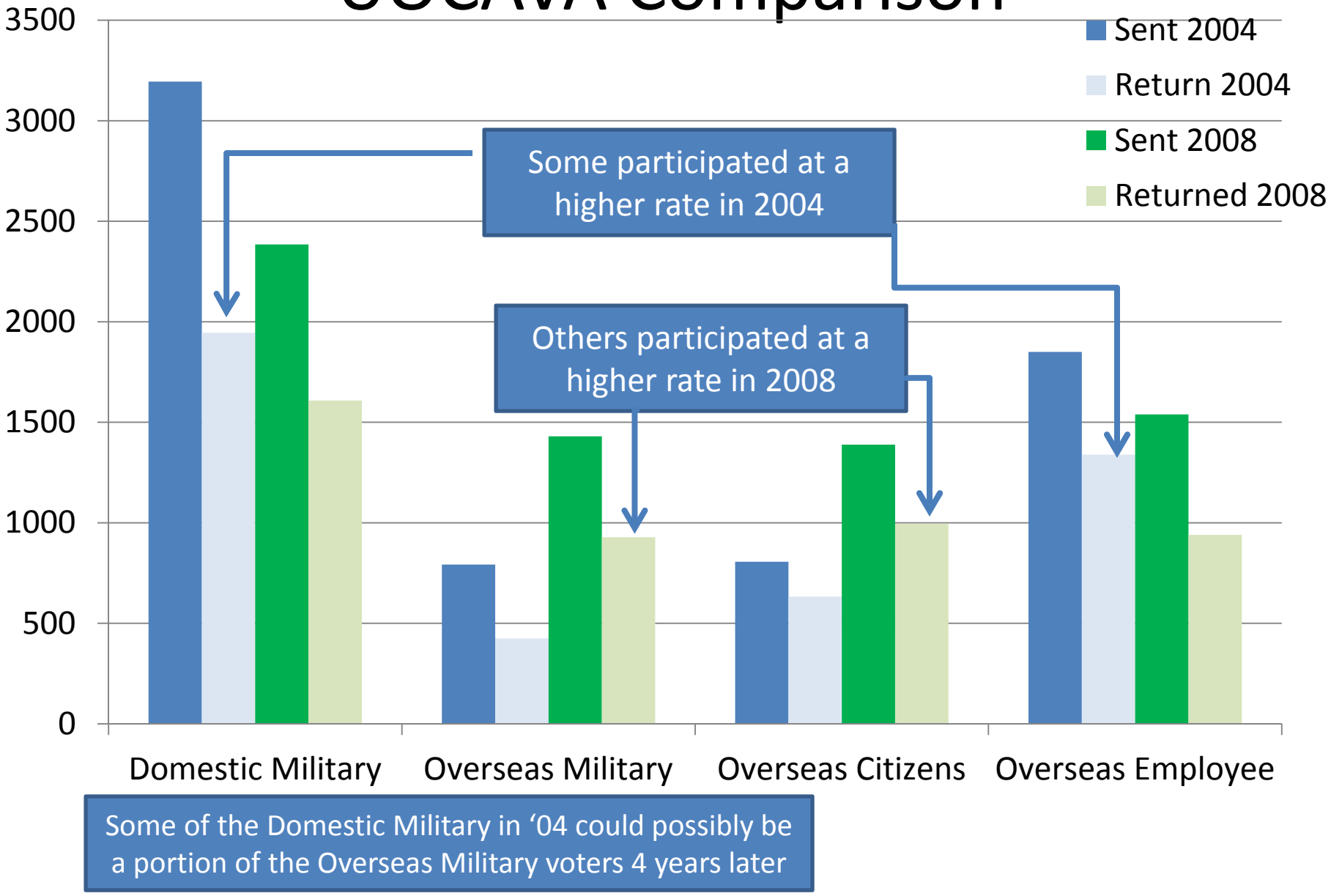
2004-2010 UOCAVA Comparison



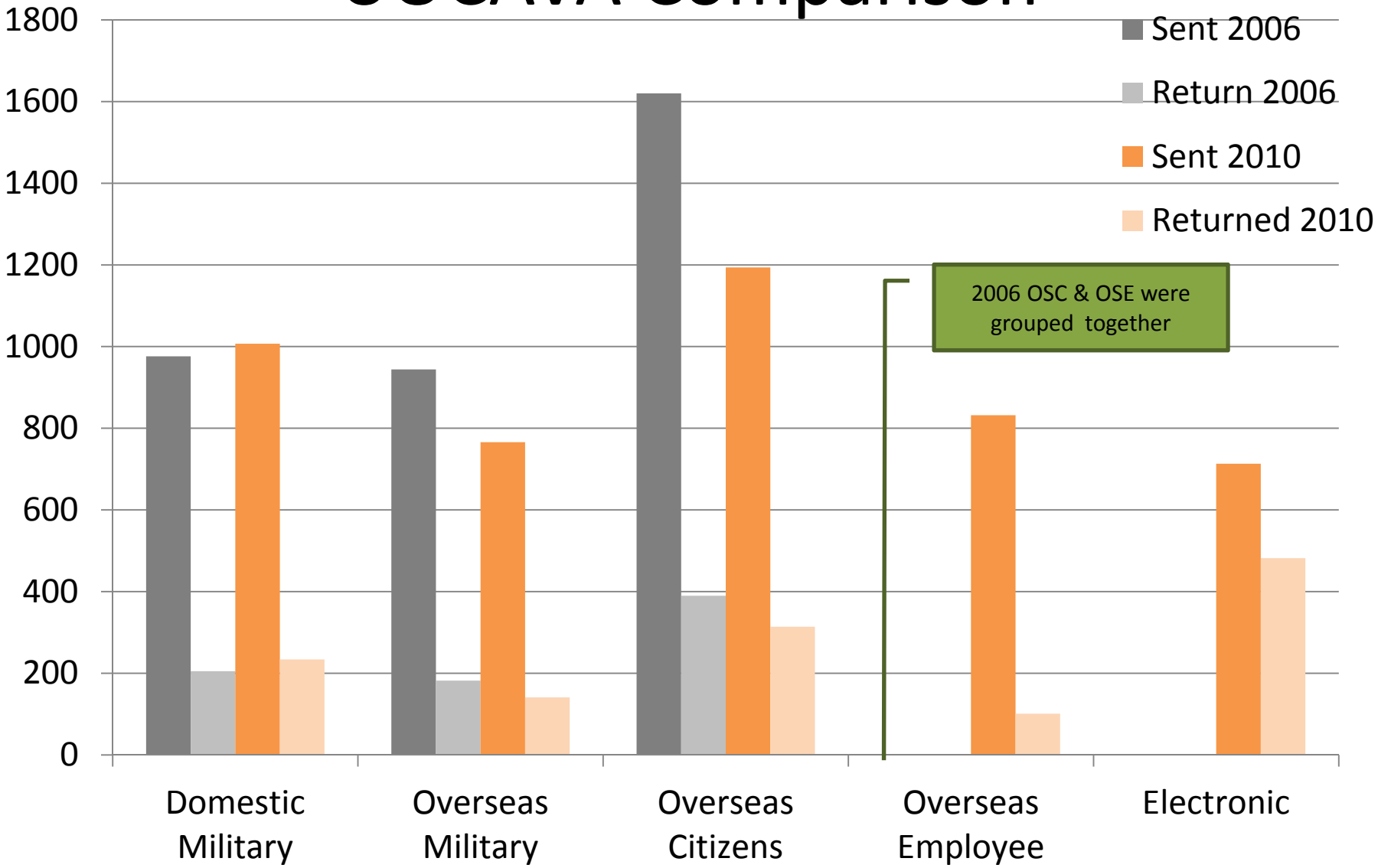
2004-2010 UOCAVA Comparison



2004-2010 Presidential Cycle UOCAVA Comparison



2004-2010 Mid-term Cycle UOCAVA Comparison



2004-2010 Overall Return Rate:

- Domestic Military 53%
- Overseas Military 43%
- Overseas Citizen 47%
- Overseas Employee 56%
- Electronic 68%

- Total Military 49%
- Total Civilian 51%

UOCAVA Voter At Risk

Military

Ballot Type

Disposition Failure

FPCA

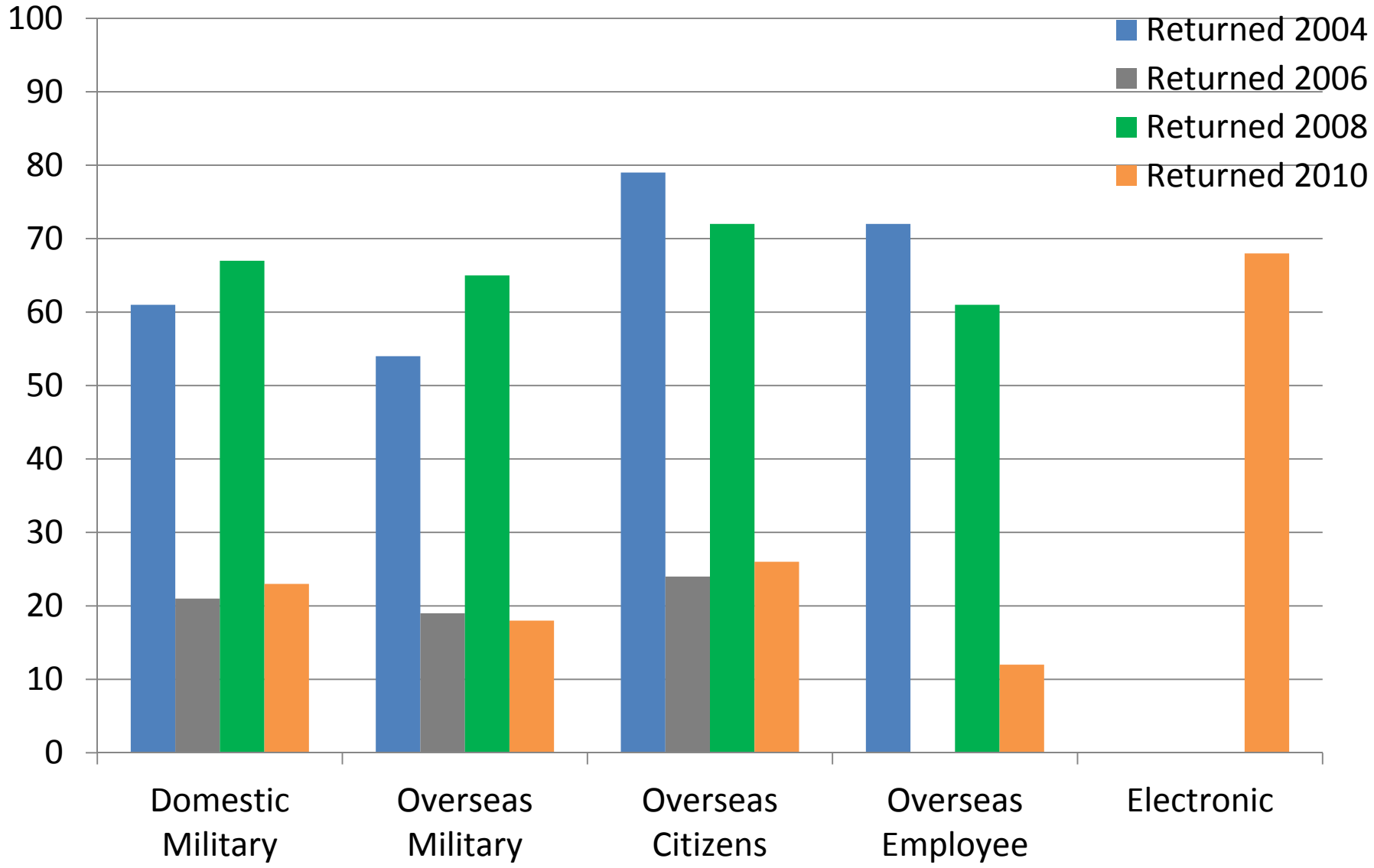
Location

Age

Party Affiliation

UOCAVA BY PERCENTAGE OF BALLOTS

2004-2010 UOCAVA Comparison
% of Ballots Returned by Voter Type



2010 UOCAVA Rate of Return

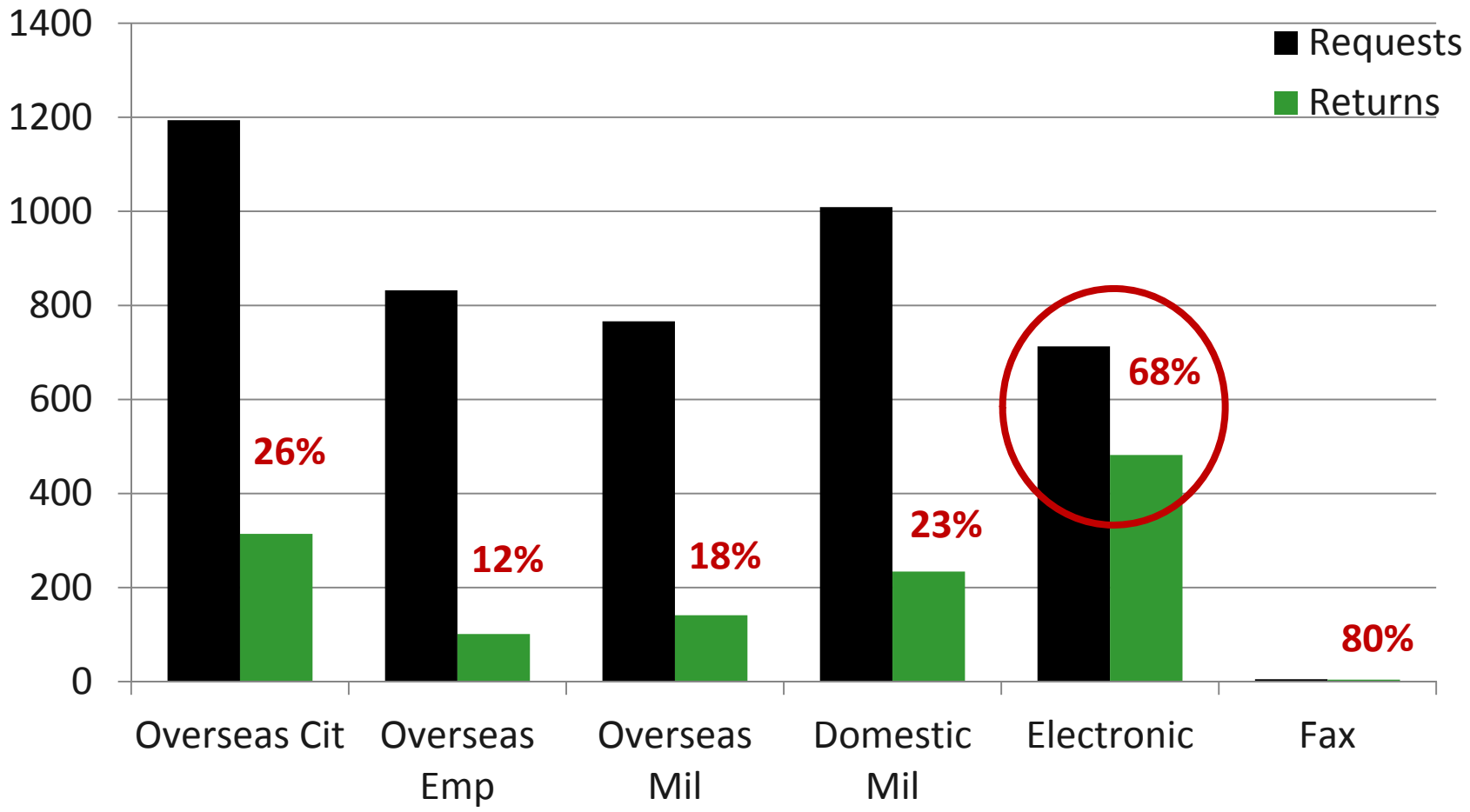
- The average return rate for UOCAVA voters was 28%, well below the average return rate of 77%.
- Although faxing was the smallest category, it had the highest rate of return of 80%.
- Notice that providing an electronic mechanism for UOCAVA voters to access and return their ballot greatly improved their participation/return rate to 68% over the other UOCAVA Categories:
  - Overseas Citizen 26%
  - Overseas Employee 12%
  - Overseas Military 18%
  - Domestic Military 23%

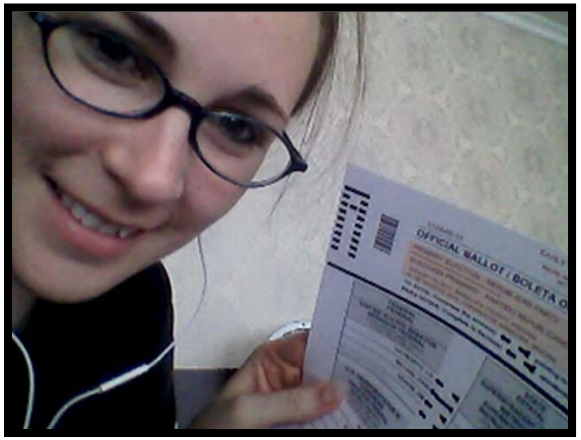
Rate of Return

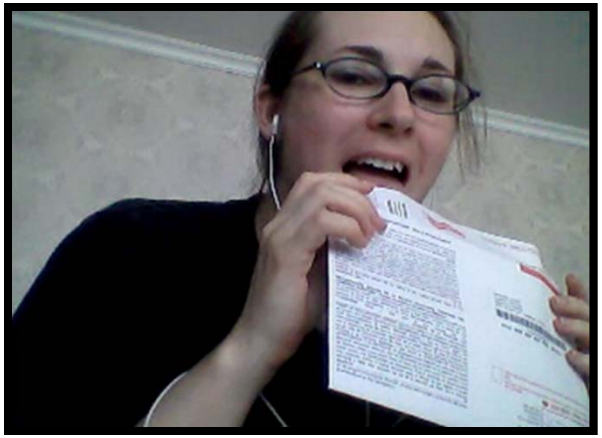
- General Election 2008 UOCAVA voters returned their ballots 64% of the time, total ballot return for all early voters was 92%.

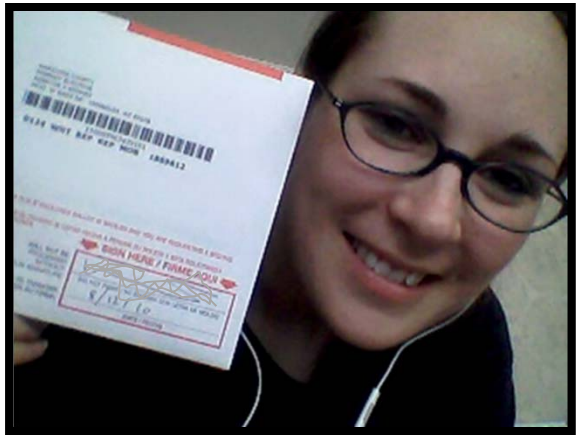
- General Election 2010 UOCAVA voters returned their ballots 28% of the time, total ballot return for all early voters was 77%. (But electronic return was much closer at 68%.)

2010 UOCAVA Requests & Returns





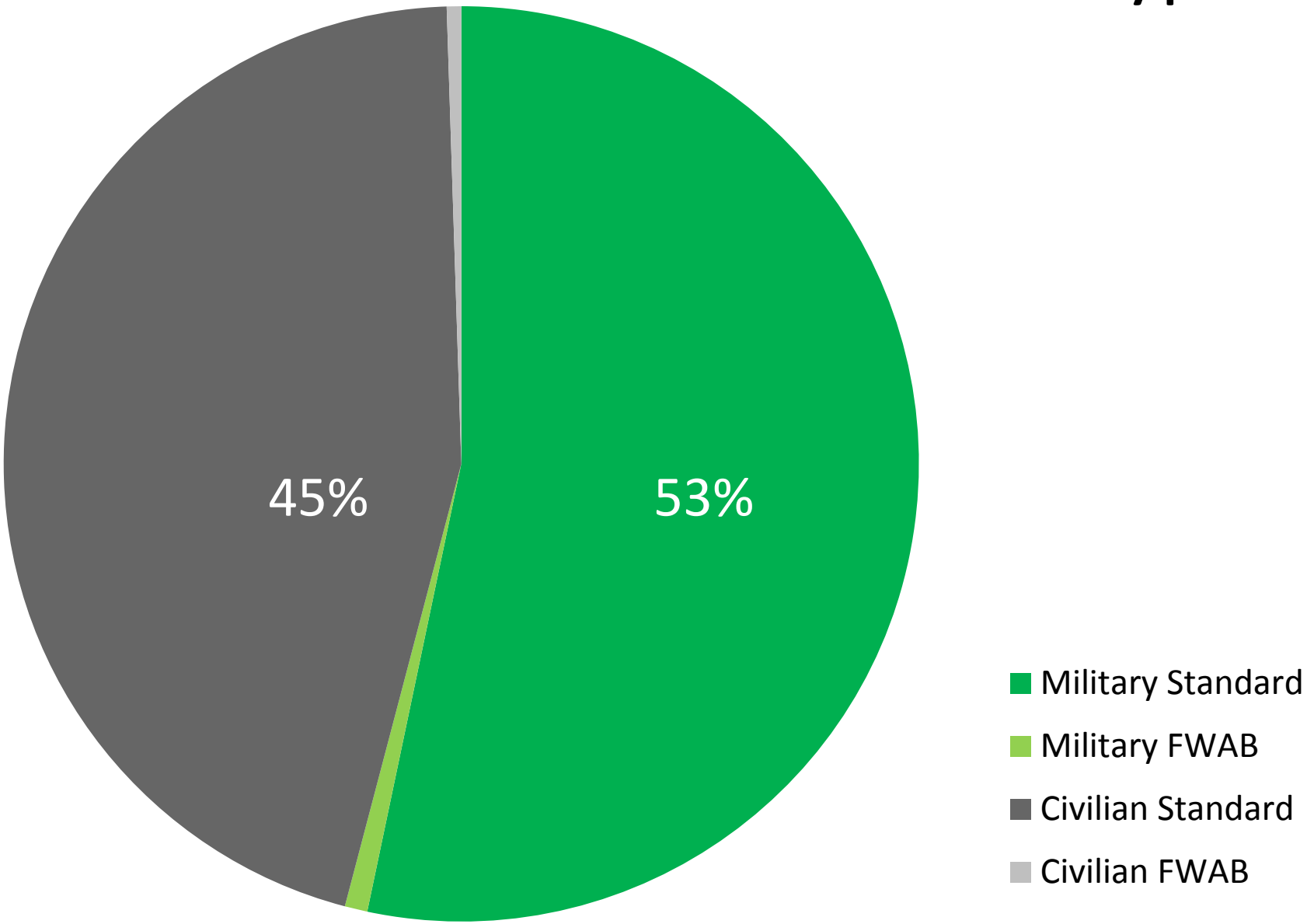




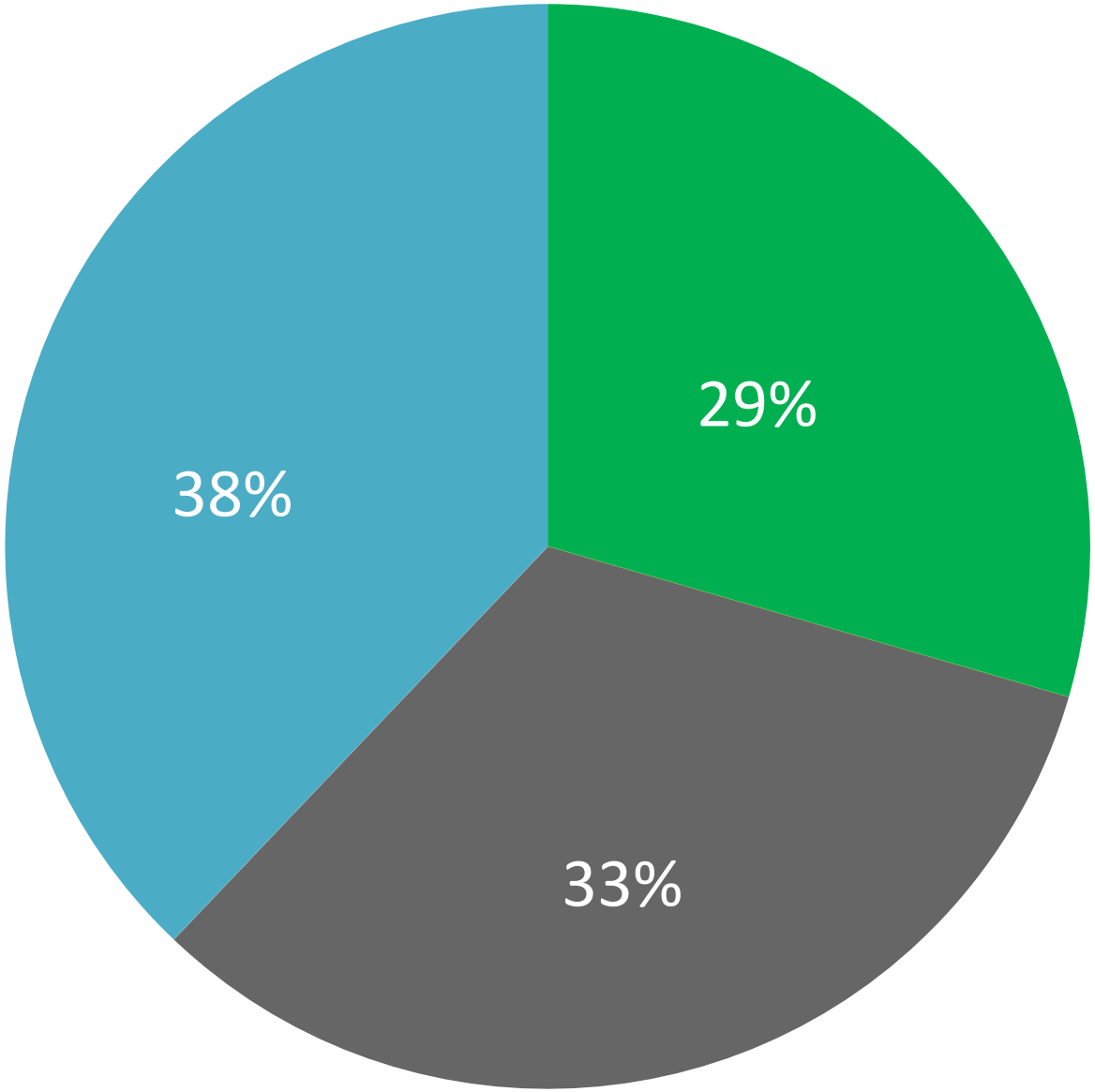
General 2008 & 2010

RETURNED BALLOT& VOTER TYPE ANALYSIS

2008 UOCAVA Returned Ballot Types



2010 UOCAVA Returned Ballot Types



We had 0% voters use the FWAB in the 2010 General Election—there were a handful returned but the voters also submitted full ballots so those were the ones tabulated.

Voters demonstrated their support of the electronic return by using it for the return of their ballots.

UOCAVA Voter At Risk

Military

Standard

Disposition Failure

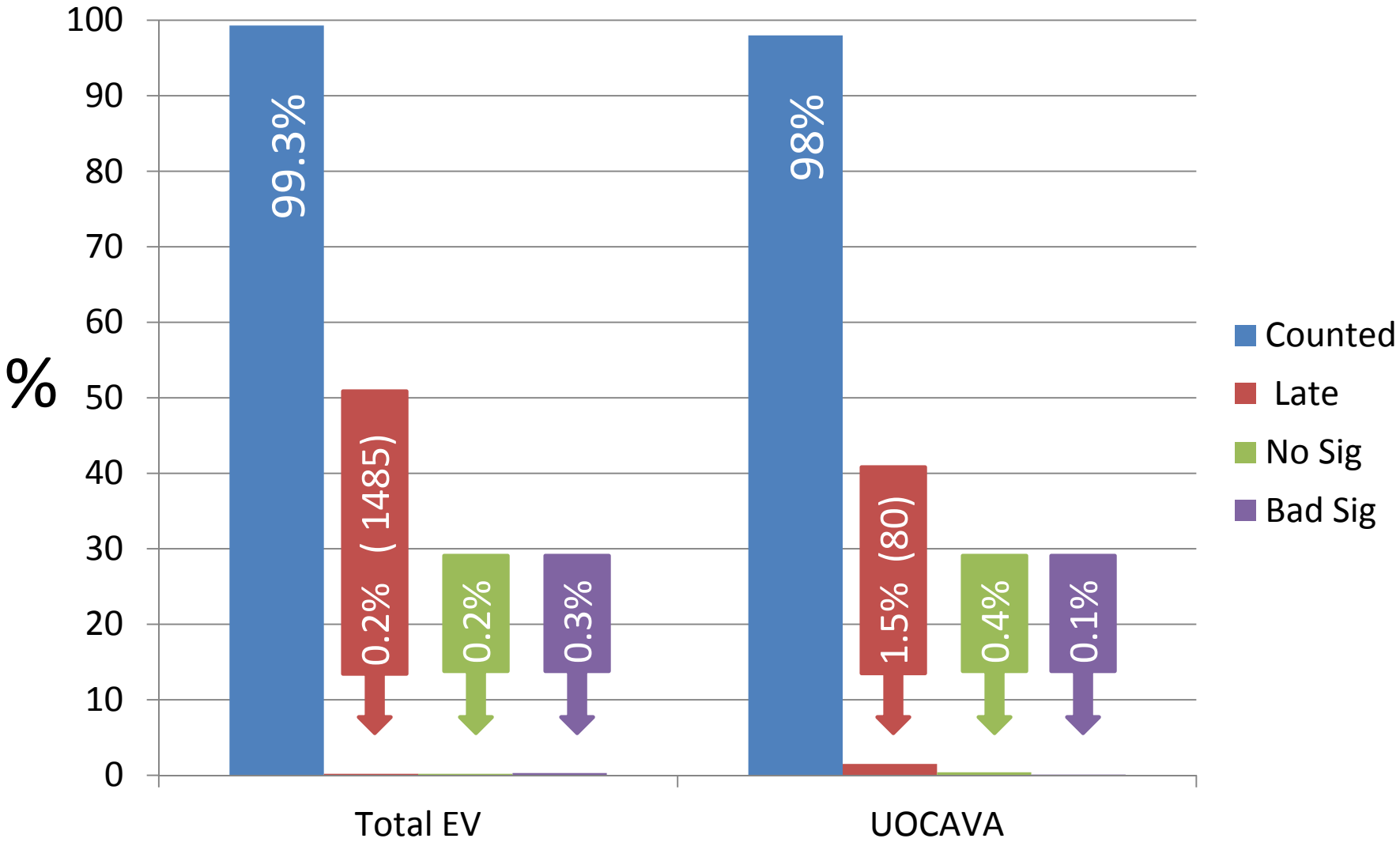
FPCA

Location

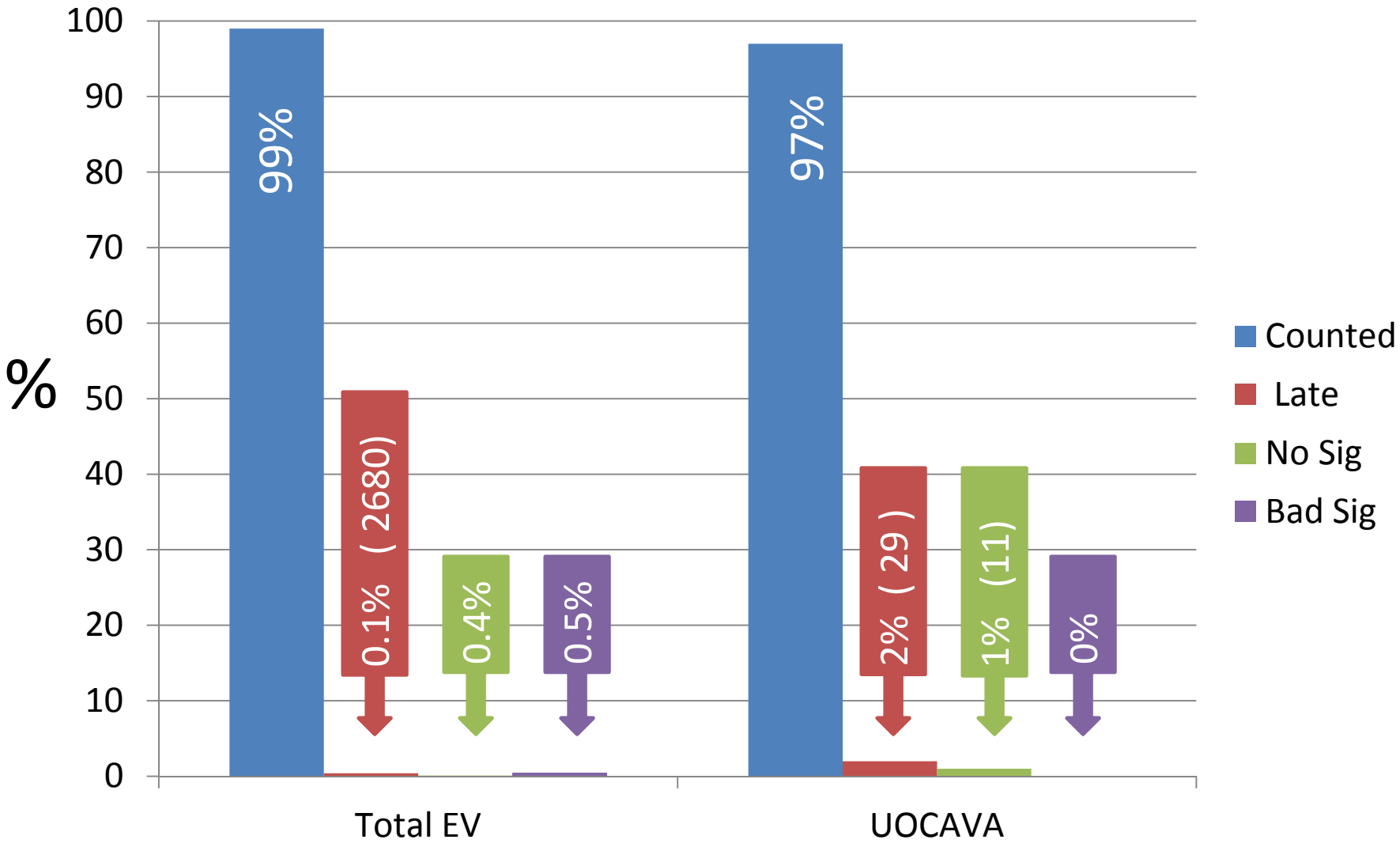
Age

Party Affiliation

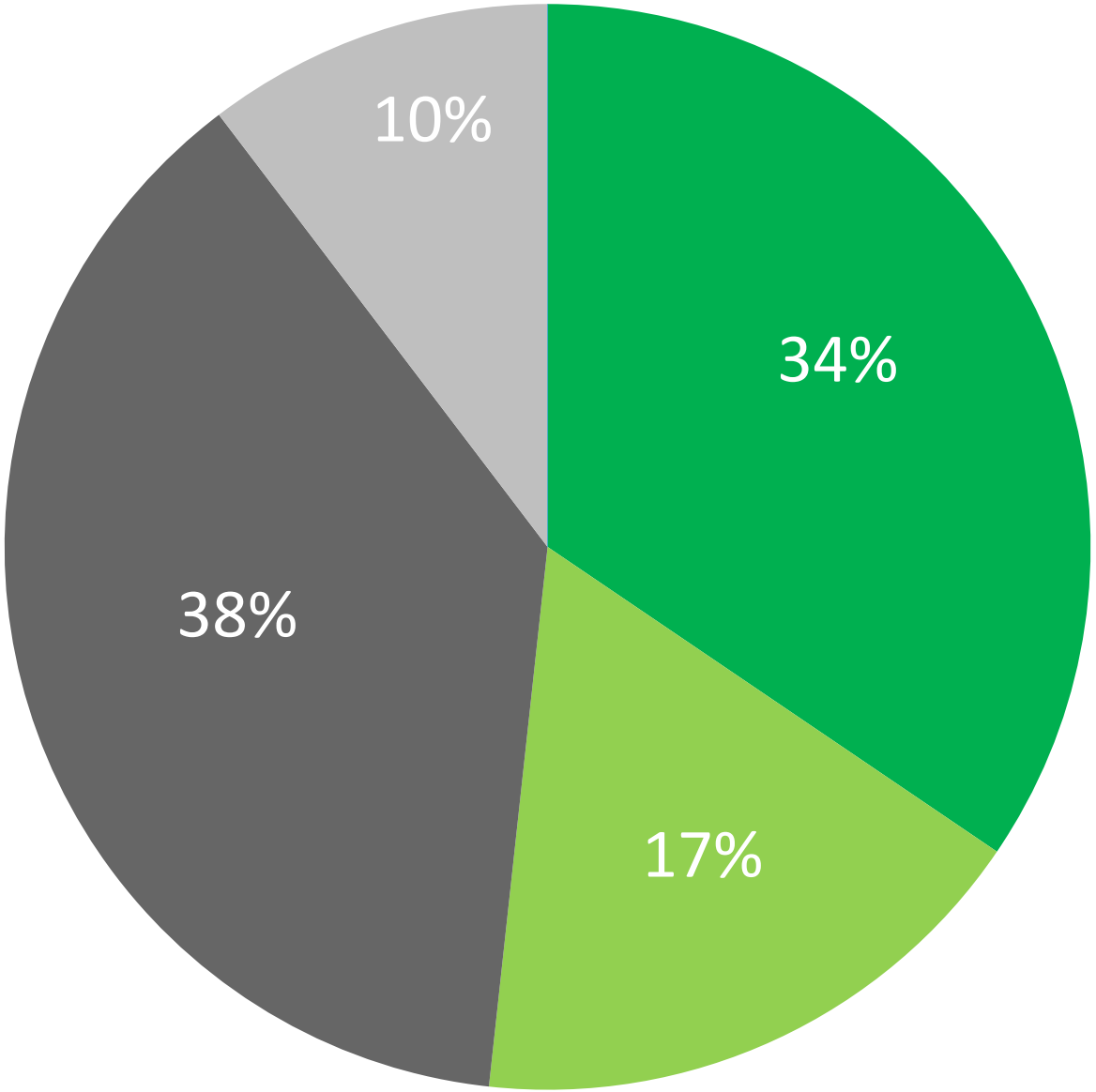
2008 UOCAVA vs. Total EV Return & Disposition of the Ballot



2010 UOCAVA vs. Total EV Return & Disposition of the Ballot



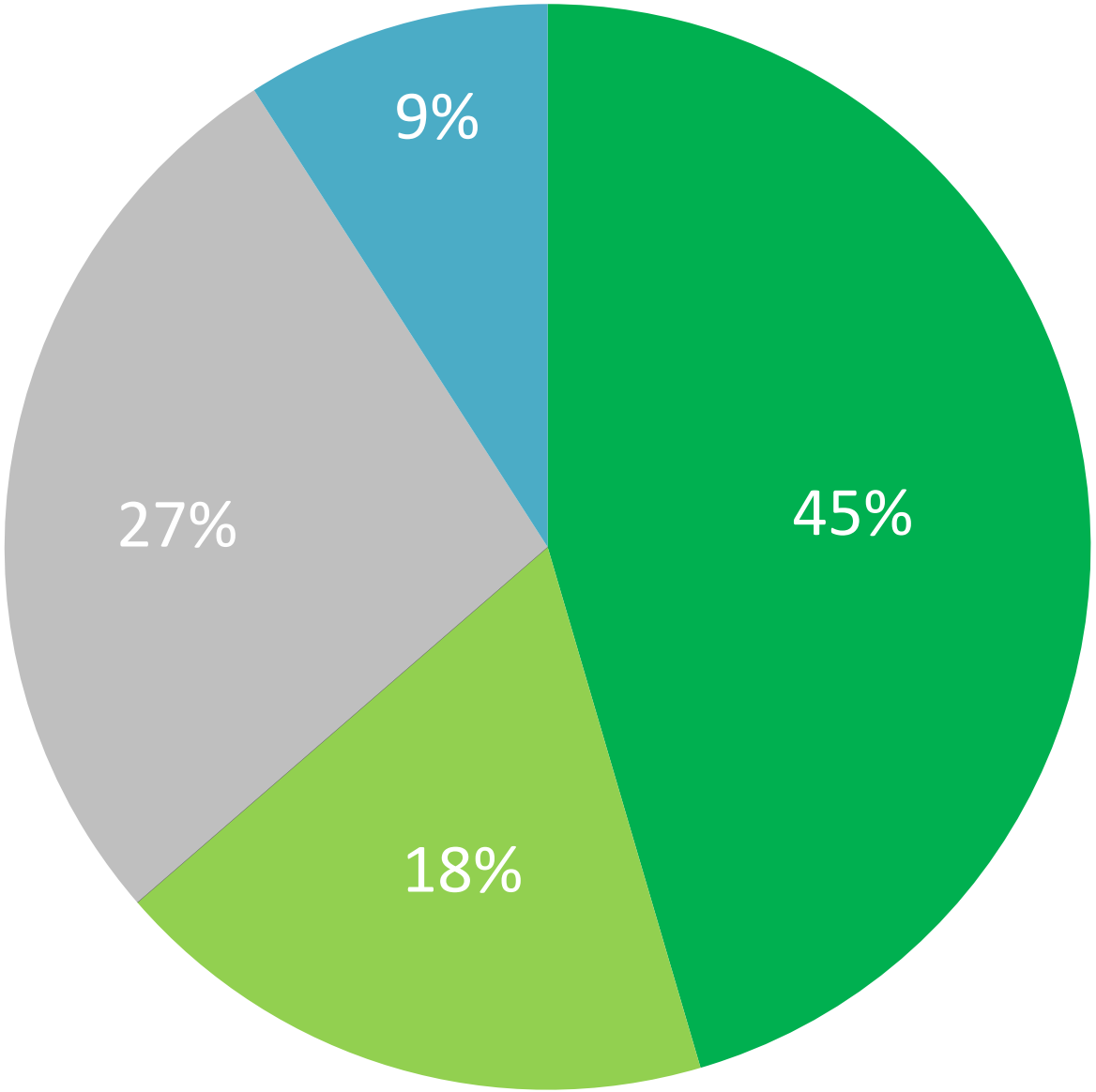
2010 UOCAVA Ballots Returned Late



2010 had a higher percentage of voters returning their ballots late; however, none of them had received their ballot electronically—all of those voters returned their ballot on time.

- Domestic Military
- Overseas Military
- Overseas Citizen
- Overseas Employee
- Electronic

2010 UOCAVA Ballots Without Signature



2010 had a higher percentage of voters returning their ballots without a signature; 1 voter returned theirs electronically without the necessary signature.

UOCAVA Voter At Risk

Military

Standard

Returned Late

Location

Age

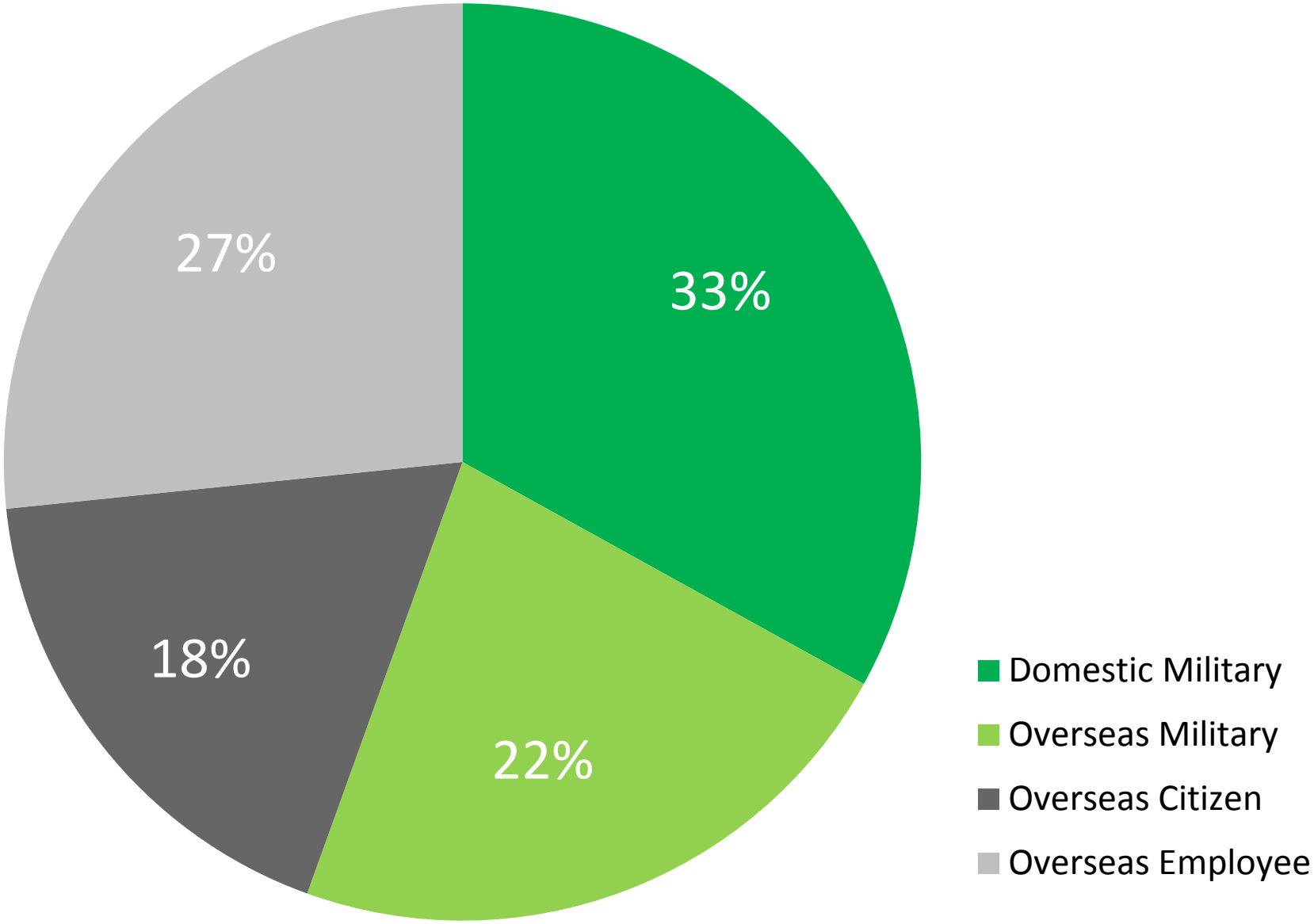
Party Affiliation

FPCA

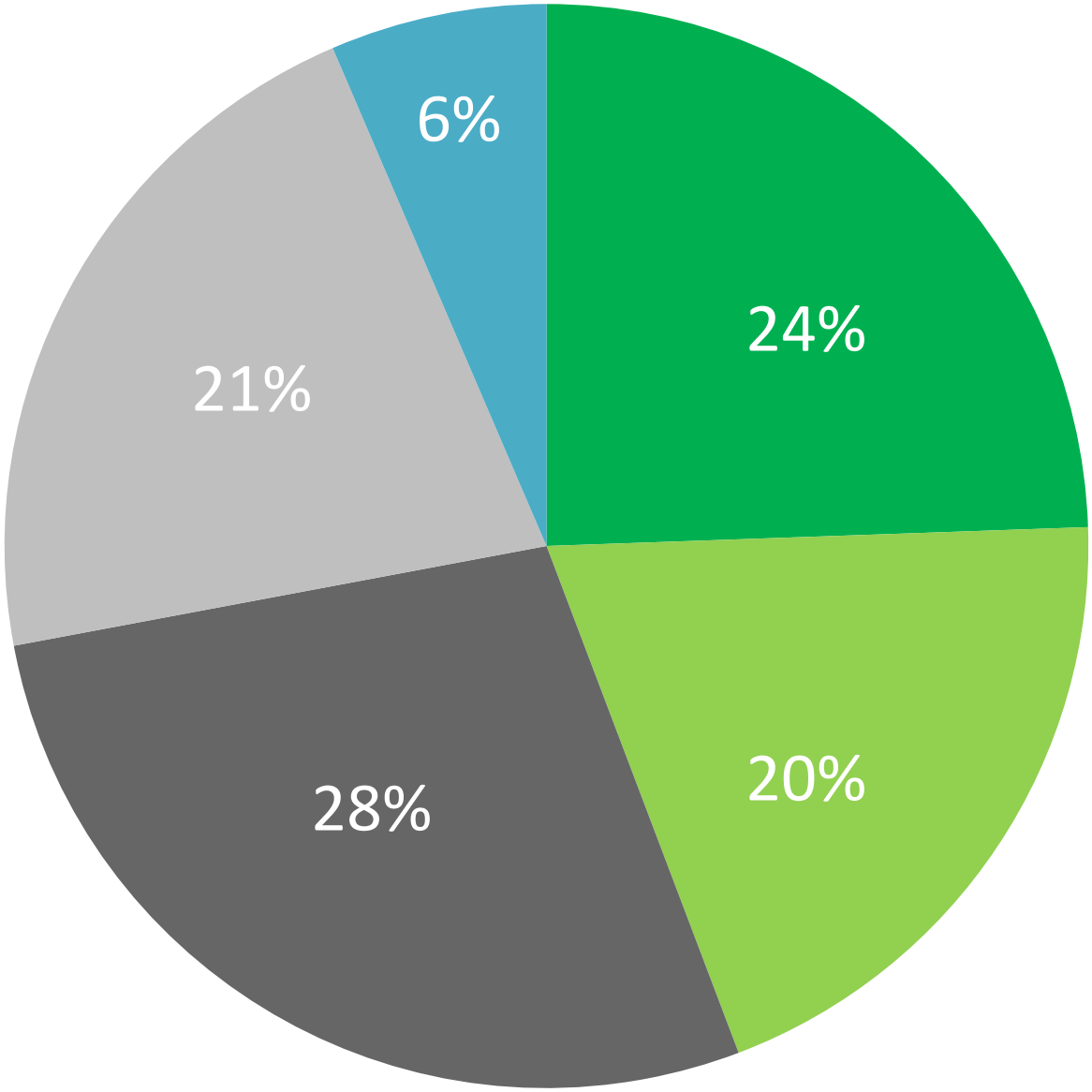
General 2008 & 2010

UNRETURNED BALLOT VOTER TYPE ANALYSIS

2008 UOCAVA Not Returned by Voter Type

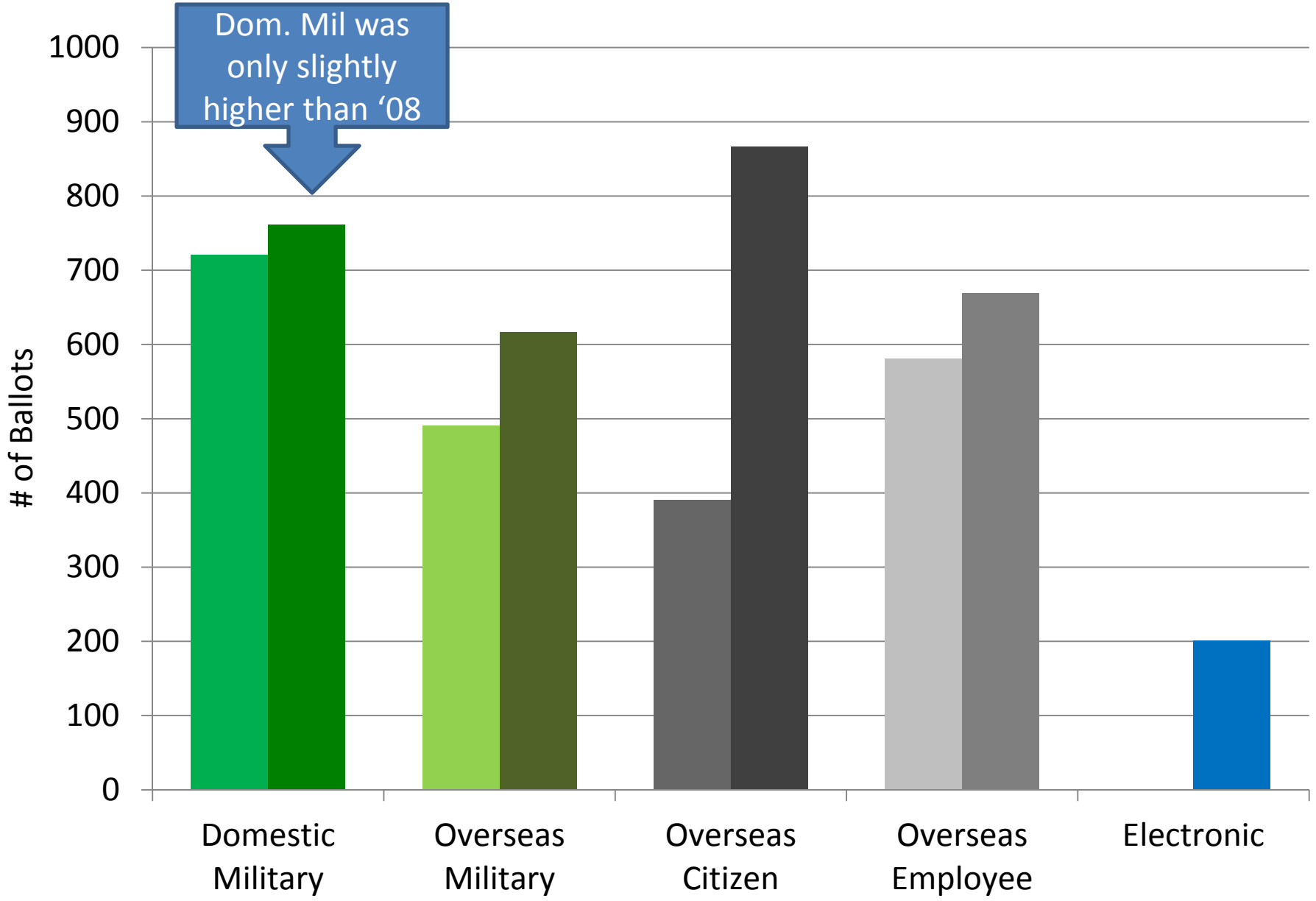


2010 UOCAVA Not Returned by Voter Type

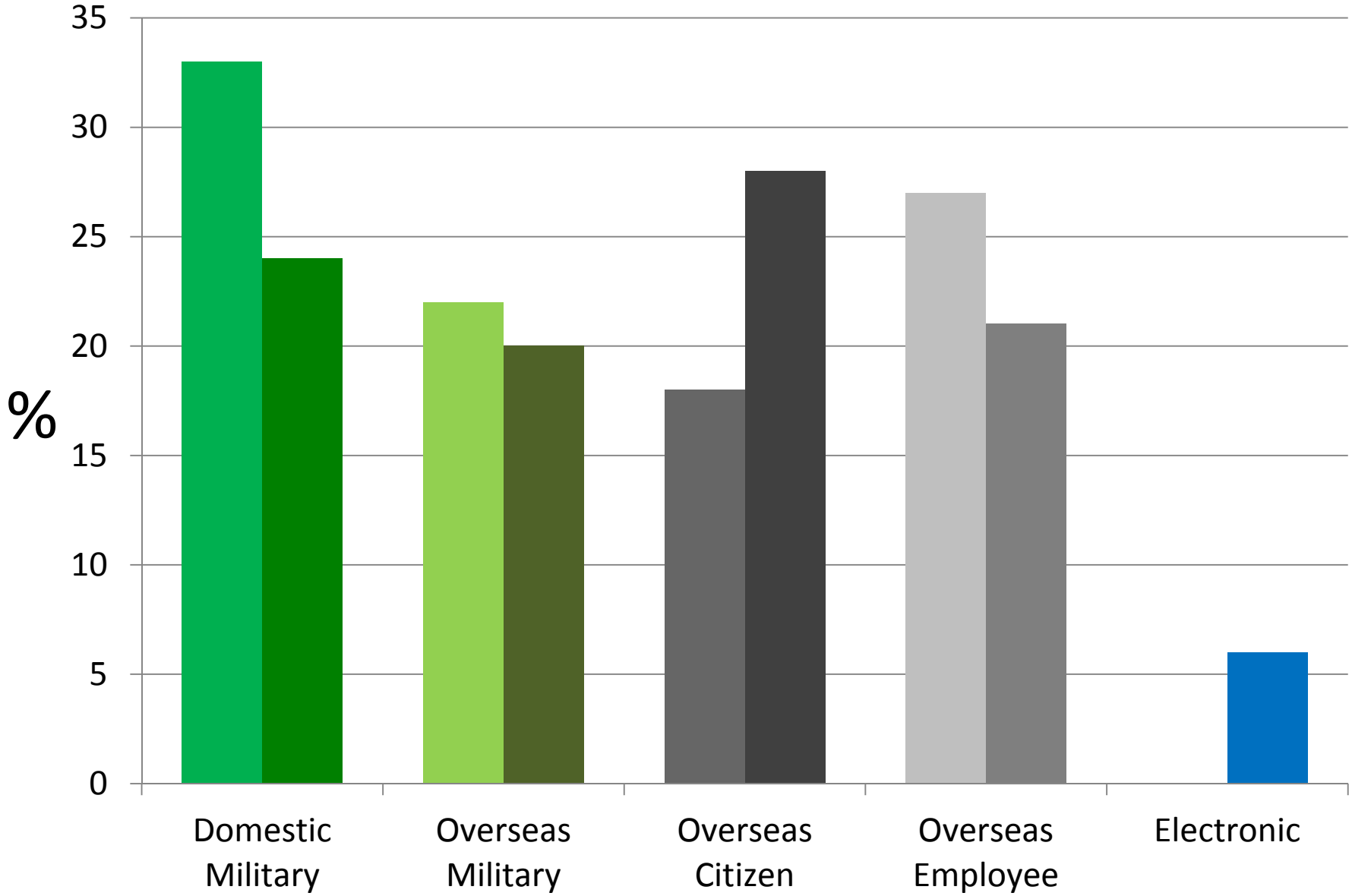


2010 saw a very different picture of the ballots not returned than 2008.
A large shift occurred to Overseas Cit not returning –28% compared to only 18% in 2008.

‘08 vs. ‘10 UOCAVA Not Returned by Voter Type



‘08 vs. ‘10 UOCAVA Not Returned by Voter Type
As % of All UOCAVA Not Returned



2010 General Election

FPCA ANALYSIS

(After completion, fold to inside and seal before mailing.)

WARNING: Knowingly presenting false information in this application could result in criminal sanctions.

Standard Form 76A (Rev. 10-2005)

REGISTRATION AND ABSENTEE BALLOT REQUEST - FEDERAL POST CARD APPLICATION (FPCA)

1. I REQUEST ABSENTEE BALLOTS FOR ALL ELECTIONS IN WHICH I AM ELIGIBLE TO VOTE AND I AM *(Mark only one)*:

- ☐ (a) A MEMBER OF THE UNIFORMED SERVICES OR MERCHANT MARINE ON ACTIVE DUTY, OR AN ELIGIBLE SPOUSE OR DEPENDENT
- ☐ (b) A U.S. CITIZEN RESIDING OUTSIDE THE U.S. TEMPORARILY
- ☐ (c) A U.S CITIZEN RESIDING OUTSIDE THE U.S. INDEFINITELY

2. MY INFORMATION (Required)

a. TYPED OR PRINTED NAME *(Last, First, Middle)* | SUFFIX *(Jr., Sr., III, etc.)* | b. PREVIOUS NAME *(If applicable)*

c. SEX ☐ M ☐ F | d. RACE | e. DATE OF BIRTH *(MMDDYYYY)* | f. SOCIAL SECURITY NUMBER | g. STATE DRIVER'S LICENSE OR I.D. NUMBER

h. TELEPHONE NUMBER *(No DSN number, include all international prefixes)* | i. FAX NUMBER *(No DSN number, include all international prefixes)*

j. EMAIL ADDRESS

3. MY VOTING RESIDENCE ADDRESS (Required) *(Military, use legal residence. Overseas citizens, use last legal residence in U.S.)*

a. NUMBER AND STREET *(Cannot be a P.O. Box)*

b. CITY, TOWN OR VILLAGE | c. COUNTY | d. STATE | e. ZIP CODE

4. WHERE TO SEND MY VOTING MATERIALS

a. MY CURRENT ADDRESS *(Where I live now)* **(Required)** | b. MY FORWARDING ADDRESS *(NOTE: Complete 4b. only if you do not want your ballot mailed to the address in Block 4a.)*

c. I PREFER TO RECEIVE MY ABSENTEE BALLOT, AS PERMITTED BY MY STATE, BY: ☐ MAIL ☐ FAX ☐ EMAIL

5. MY POLITICAL PARTY PREFERENCE *(Optional, but may be required by states to register to vote in primary elections)*:

6. ADDITIONAL INFORMATION *(Designate the period for which you want to receive ballots - see instructions for Block 6, paragraph (3). Consult the Voting Assistance Guide for other specific state instructions.)*

7. AFFIRMATION (Required)

I swear or affirm, under penalty of perjury, that:

1. I am a member of the Uniformed Services or merchant marine on active duty or an eligible spouse or dependent of such a member, or a U.S. citizen temporarily residing outside the U.S., or other U.S. citizen residing outside the U.S., and
2. I am a U.S. citizen, at least 18 years of age (or will be by the day of the election), eligible to vote in the requested jurisdiction, and
3. I have not been convicted of a felony or other disqualifying offense or been adjudicated mentally incompetent, or if so, my voting rights have been reinstated, and
4. I am not registering, requesting a ballot, or voting in any other jurisdiction in the U.S., and
5. My signature and date below indicate when I completed this document, and
6. The information on this form is true and complete to the best of my knowledge.

I understand that a material misstatement of fact in completion of this document may constitute grounds for conviction of perjury.

Signed: _____ Date: _____ *(MMDDYYYY)* Signed: _____ Date: _____ *(MMDDYYYY)*

(Witness/Notary and Address [if required])

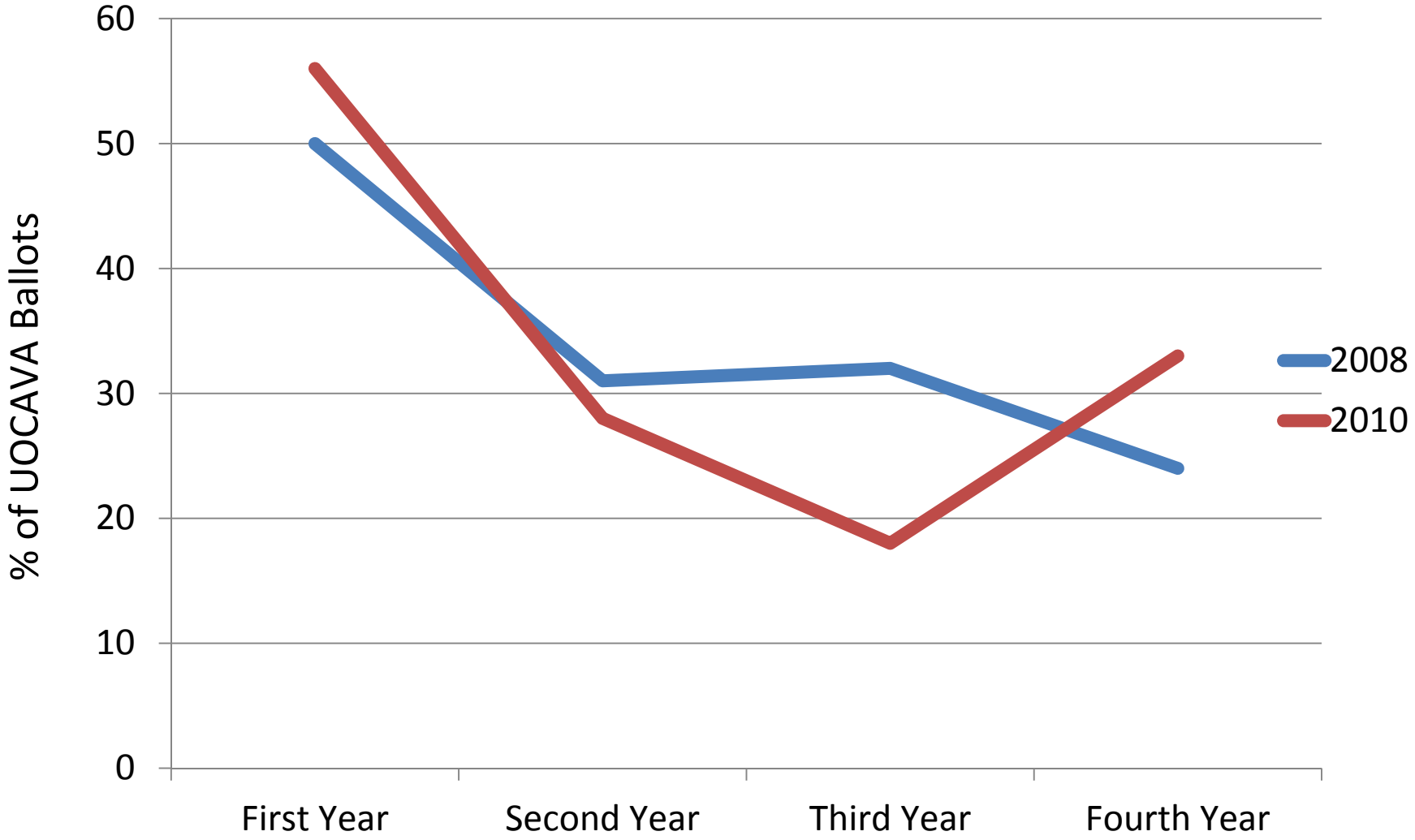
The information contained herein is for official use only. Any unauthorized release of this information may be punishable by law.

Adobe Designer 8.0

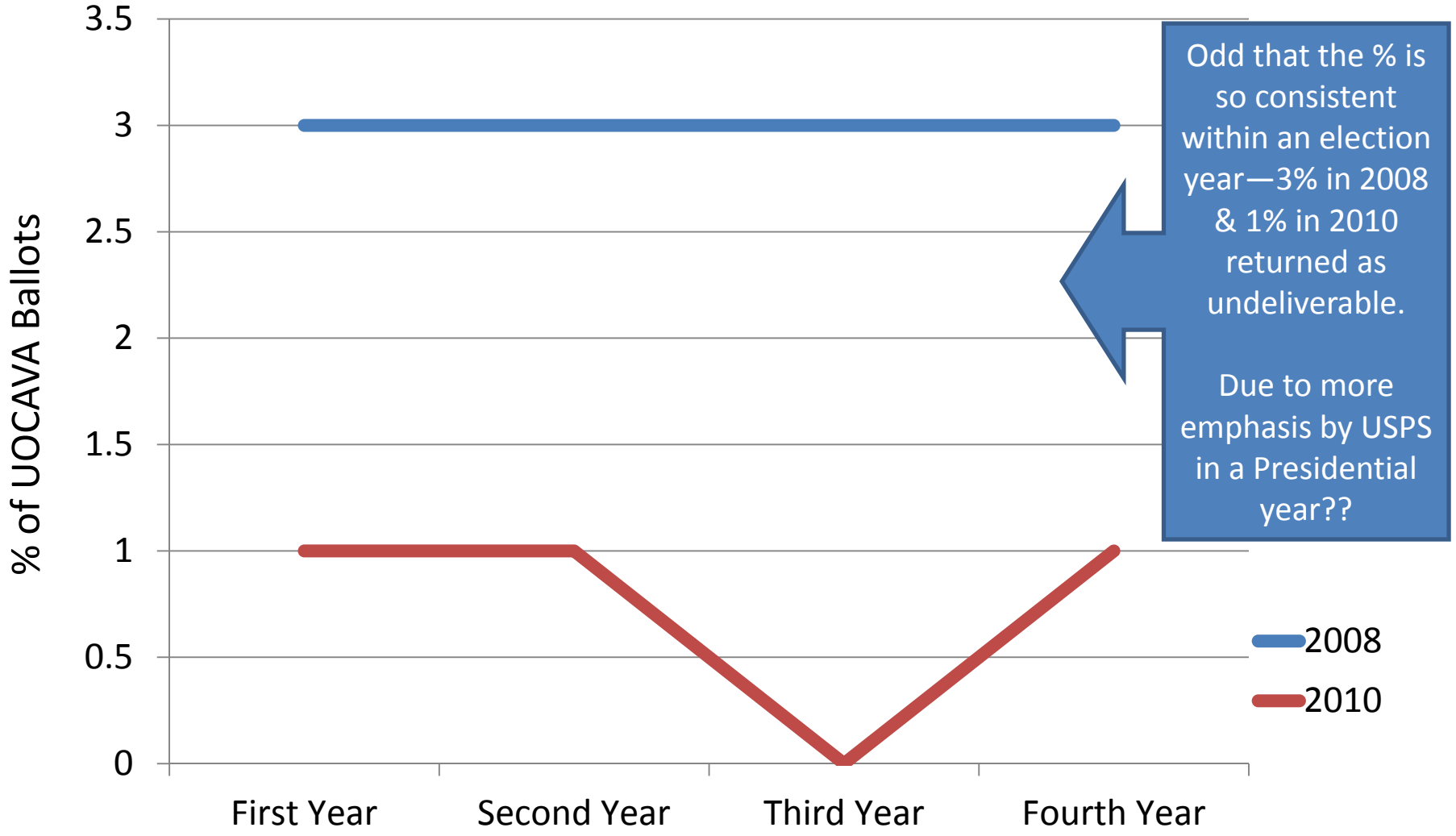
Quick Methodology Narrative

- This query looked at those voters on the voter file as of the date of the analysis.
- The data includes:
  - Date of the voter's FPCA request
  - History of any election post request
  - Status of ballot for each election in voter's history
- Graphs reflect the percentages of ballots for all elections the voter was eligible for by year with raw numbers listed.
- Anomalies may be attributed to those voters who are no longer on the voter file.

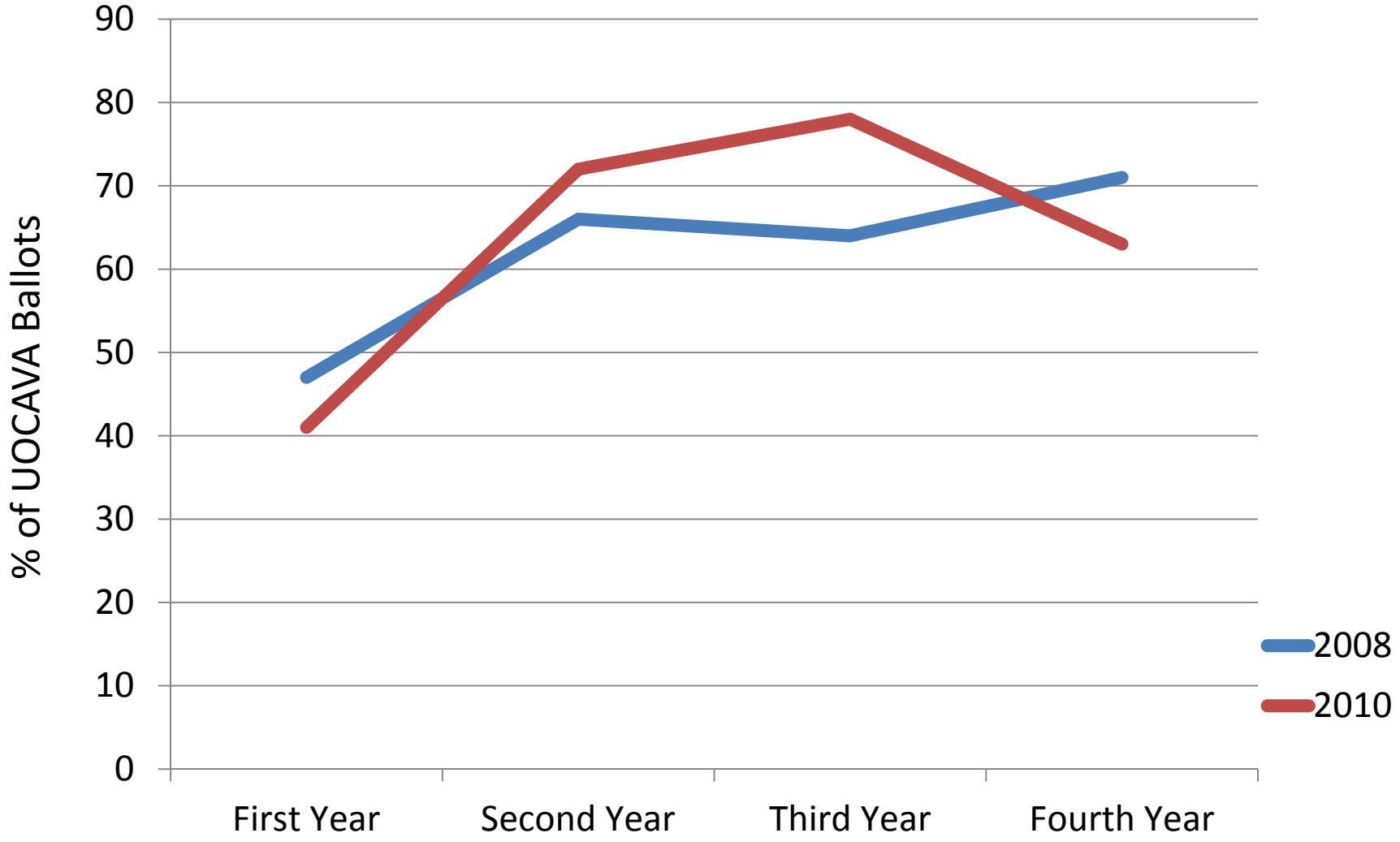
’08 vs ’10 Effective Ballots Returned in Years After FPCA Request



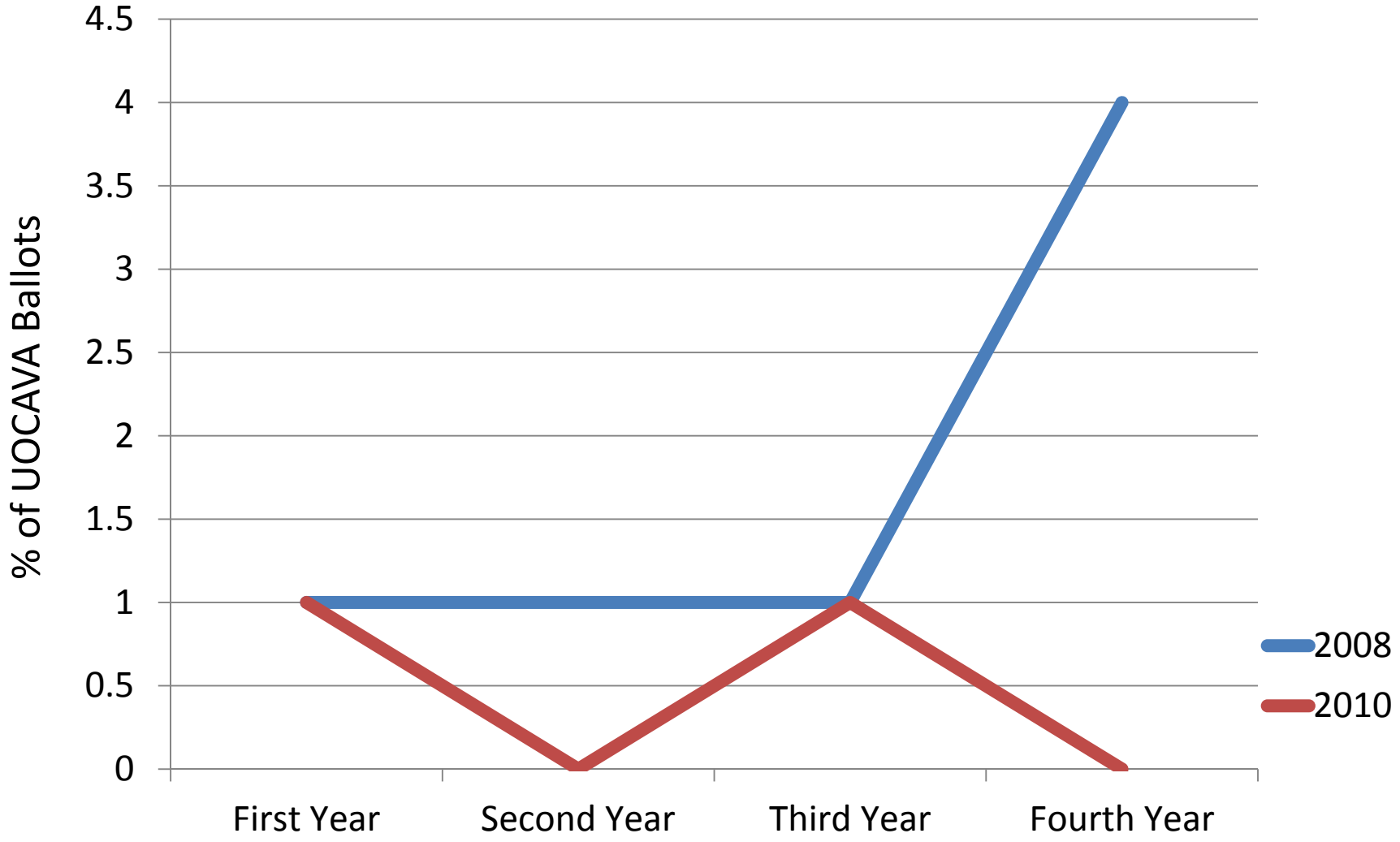
’08 vs ’10 Ballots Returned as Undeliverable in Years After FPCA Request



’08 vs ’10 Ballots Sent But Never Returned in Years After FPCA Request



’08 vs ’10 Ballots Cast by UOCAVA Voters at the Polls in Years After FPCA Request



UOCAVA Voter At Risk

Military

Standard

Returned Late

After 1 year of FPCA

Location

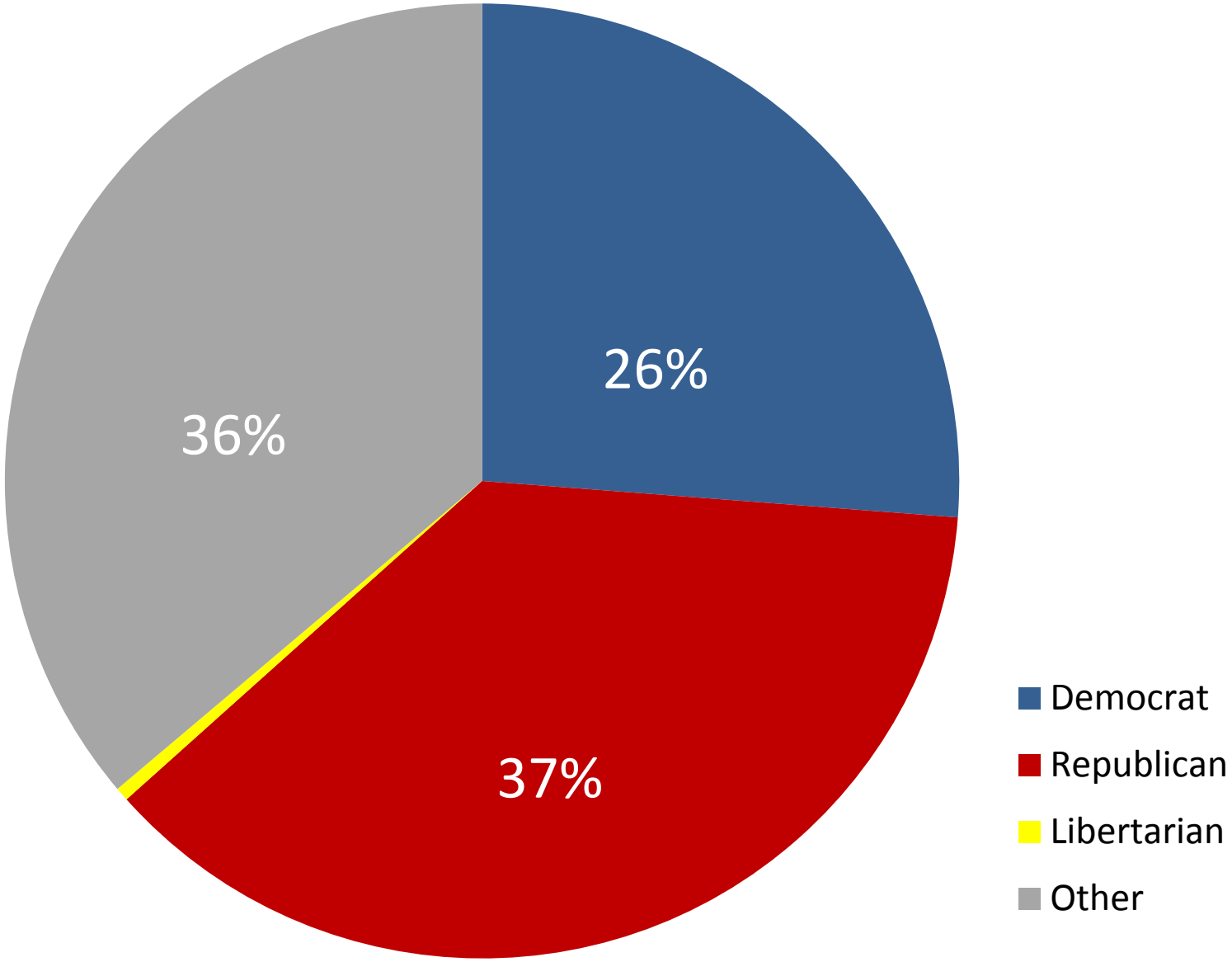
Age

Party Affiliation

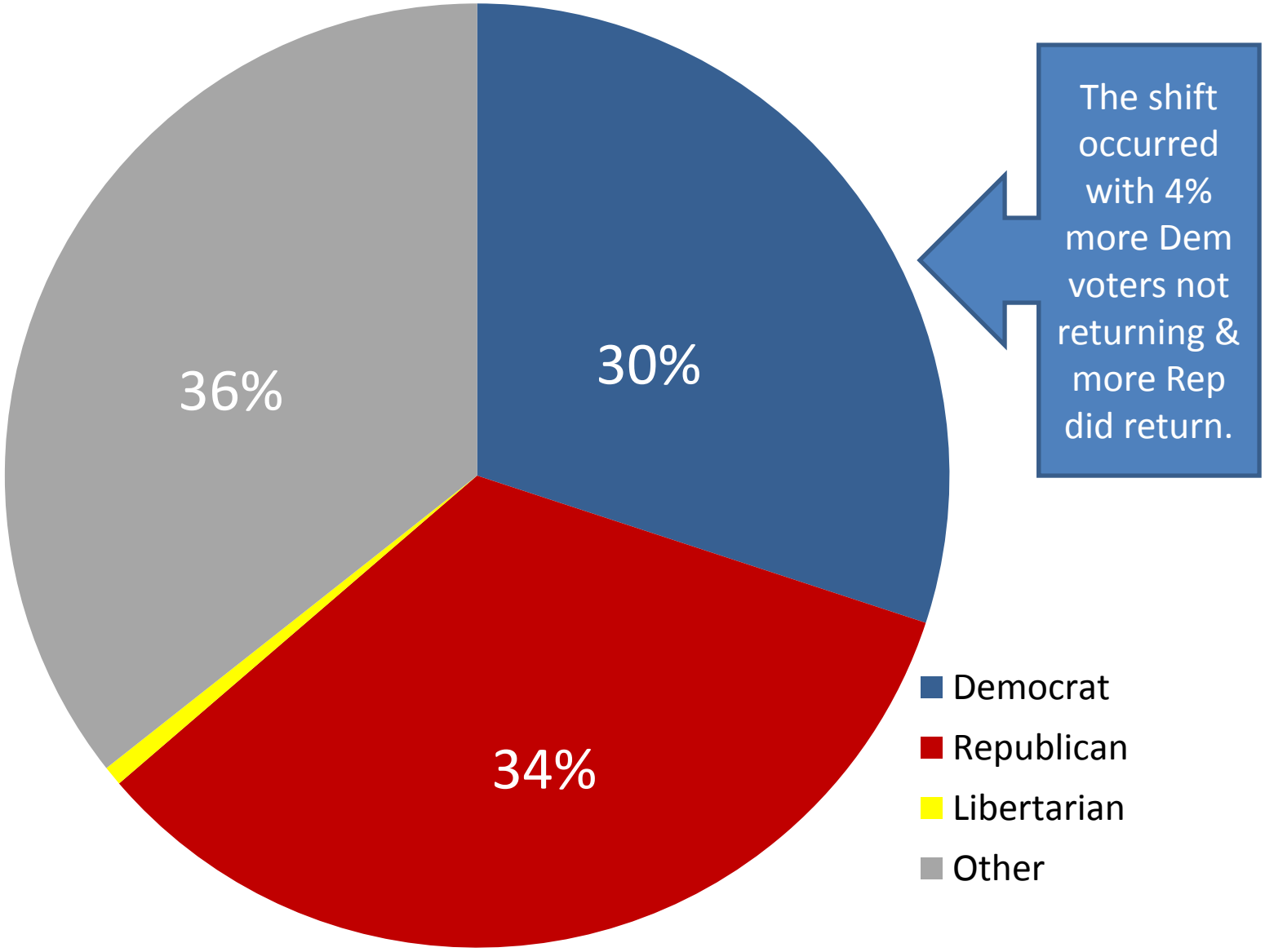
General 2008 & 2010

UNRETURNED BALLOT
VOTER PARTY AFFILIATION ANALYSIS

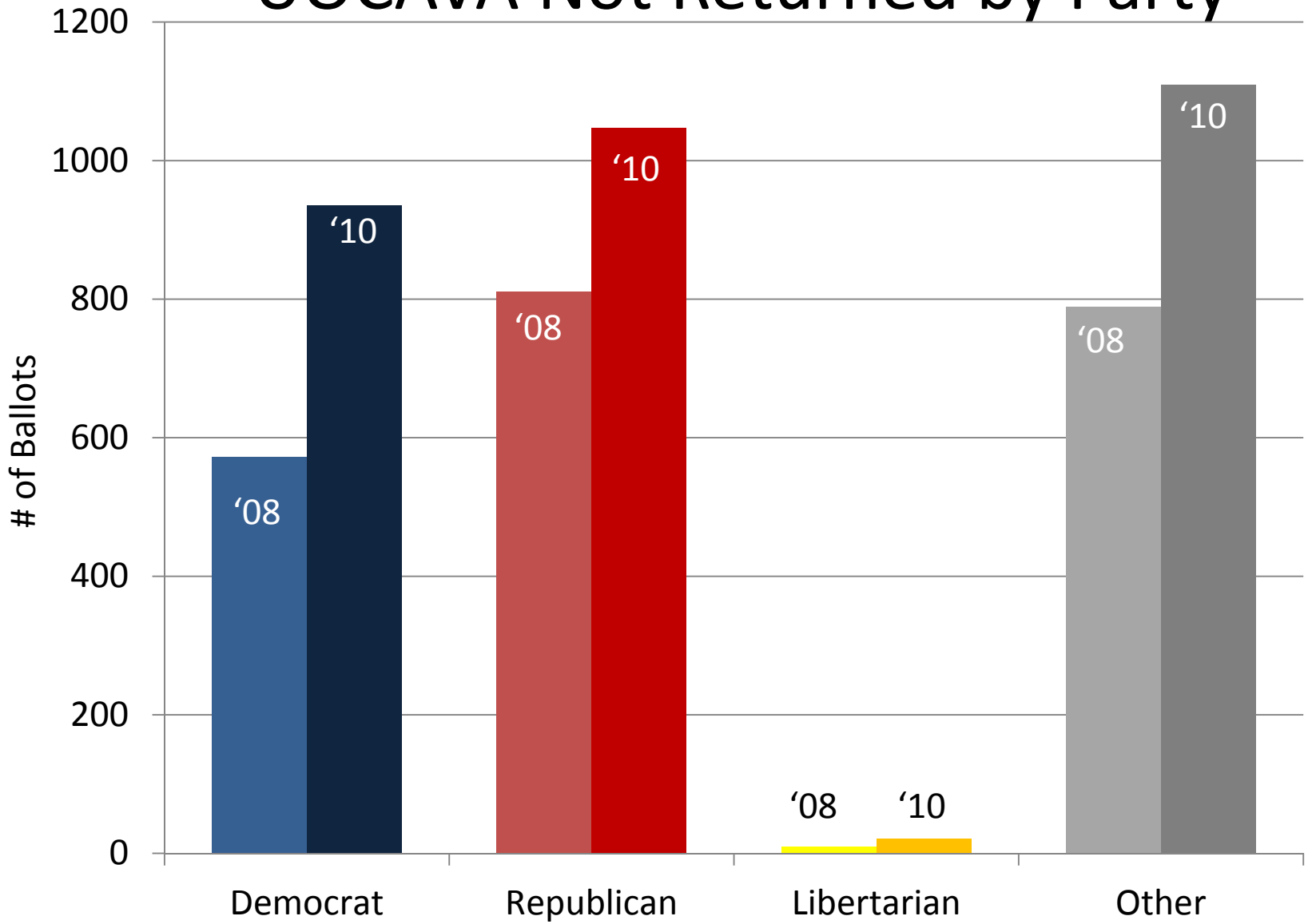
2008 UOCAVA Not Returned by Party



2010 UOCAVA Not Returned by Party



Gen 2008 vs. Gen 2010
UOCAVA Not Returned by Party



UOCAVA Voter At Risk

Military

Standard

Returned Late

After 1 year of FPCA

Location

Age

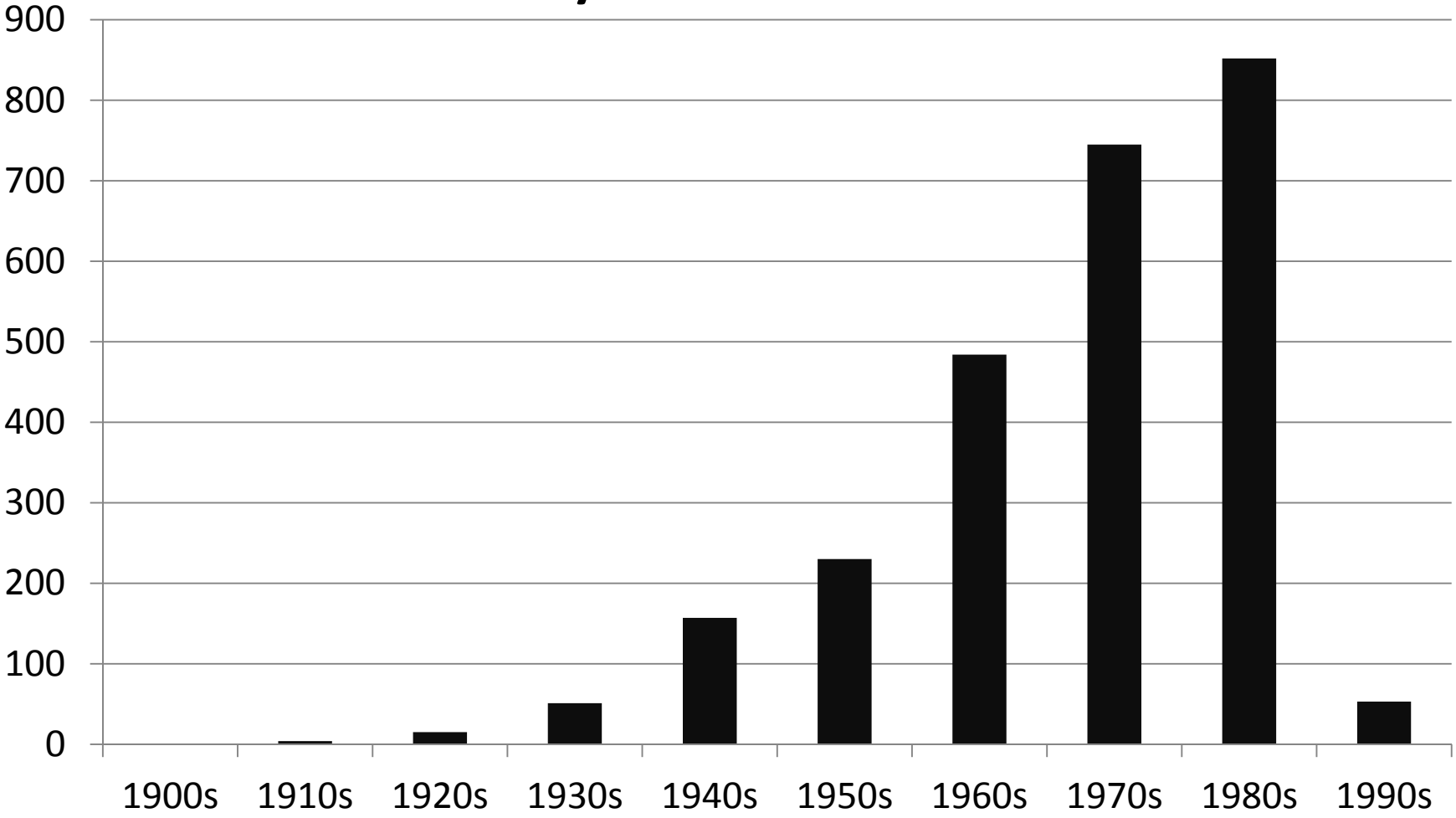
Unaffiliated

Ballot Sent, Not Returned

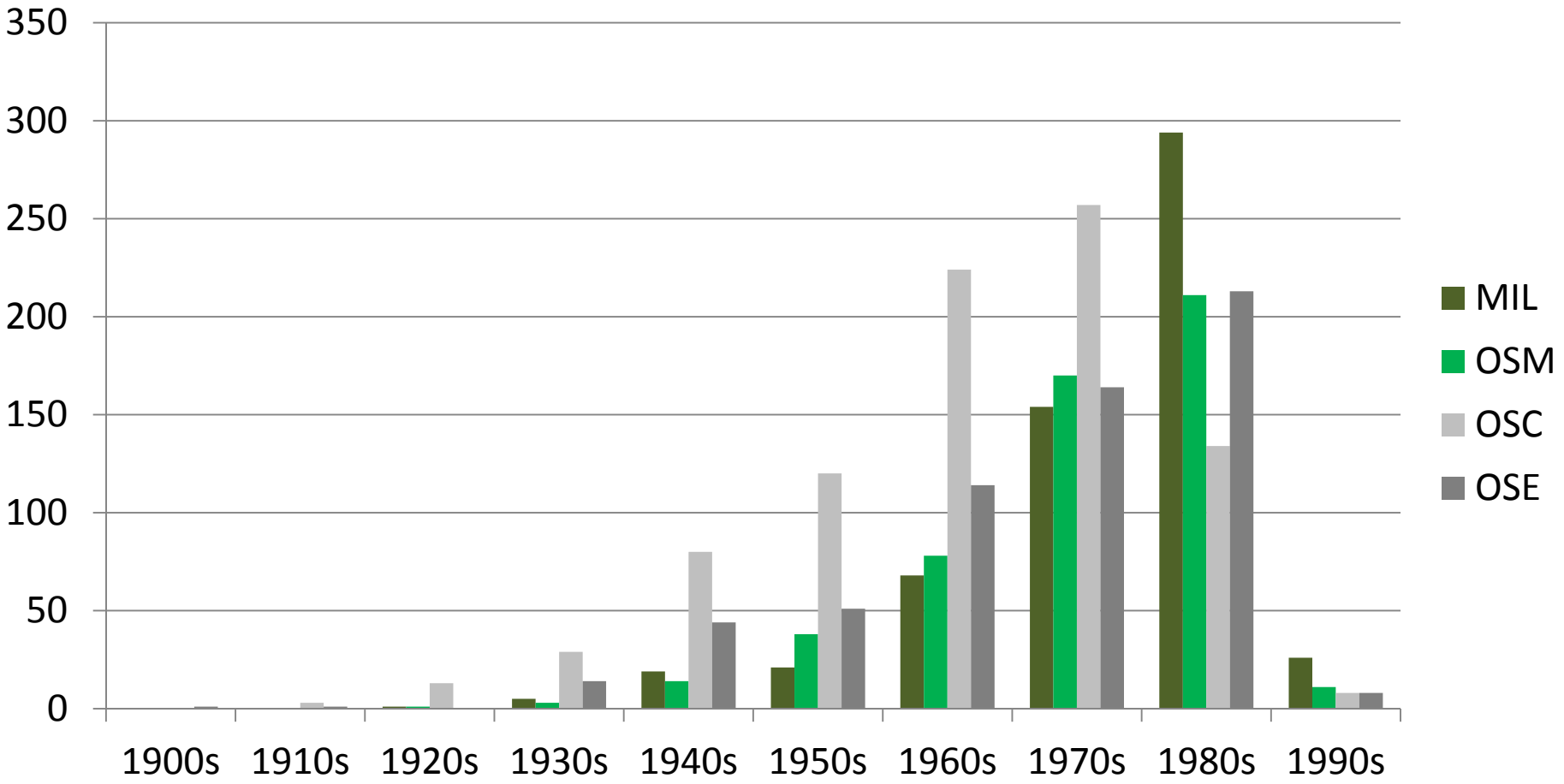
2010 General Election

UNRETURNED BALLOT AGE OF VOTER ANALYSIS

2010 Ballot Sent, Not Returned
Total by Decade of Birth



2010 Ballot Sent, Not Returned By Decade & Voter Type



UOCAVA Voter At Risk

Military

Standard

Returned Late

After 1 year of FPCA

Location

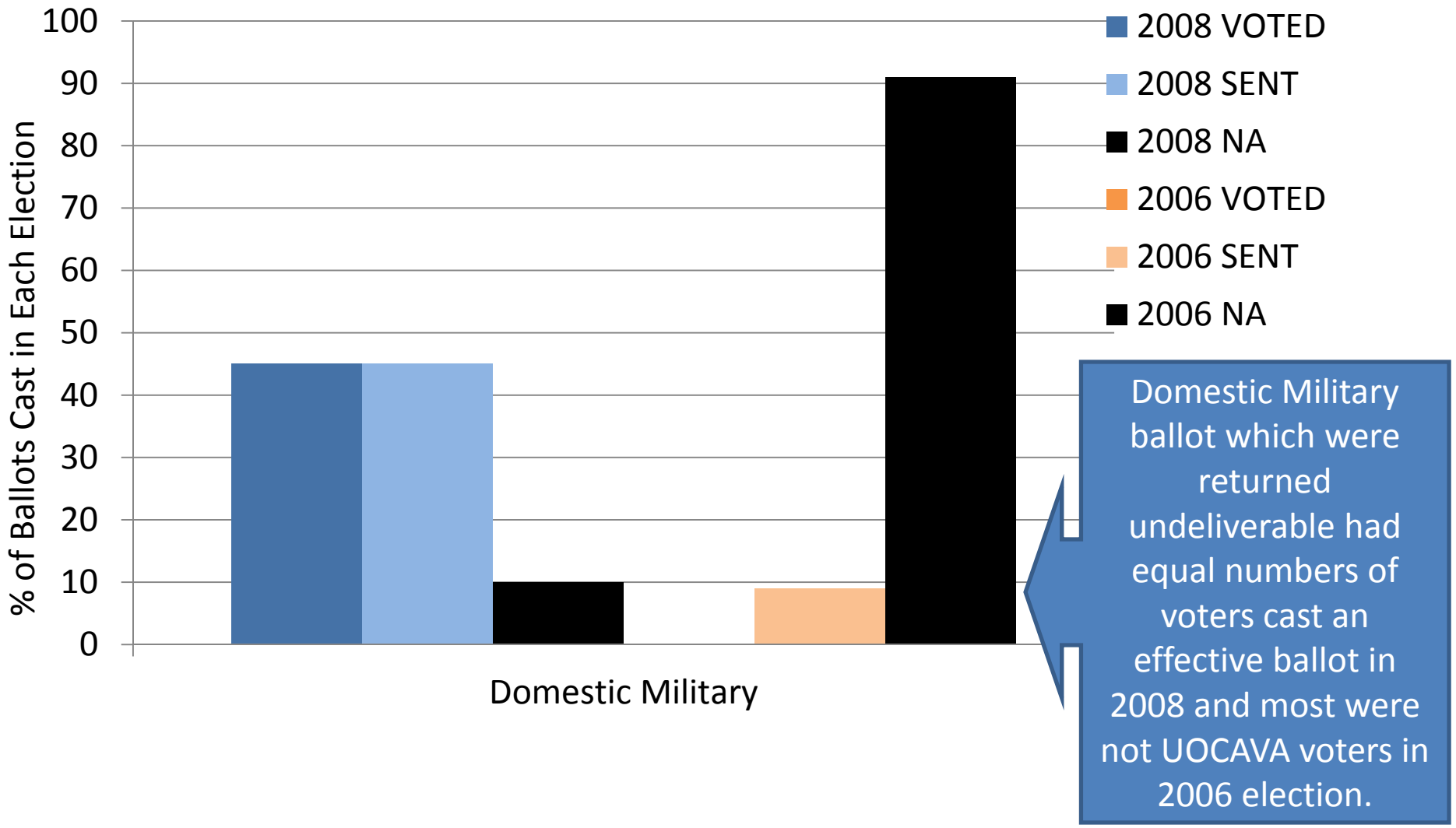
Born in 1980's

Unaffiliated

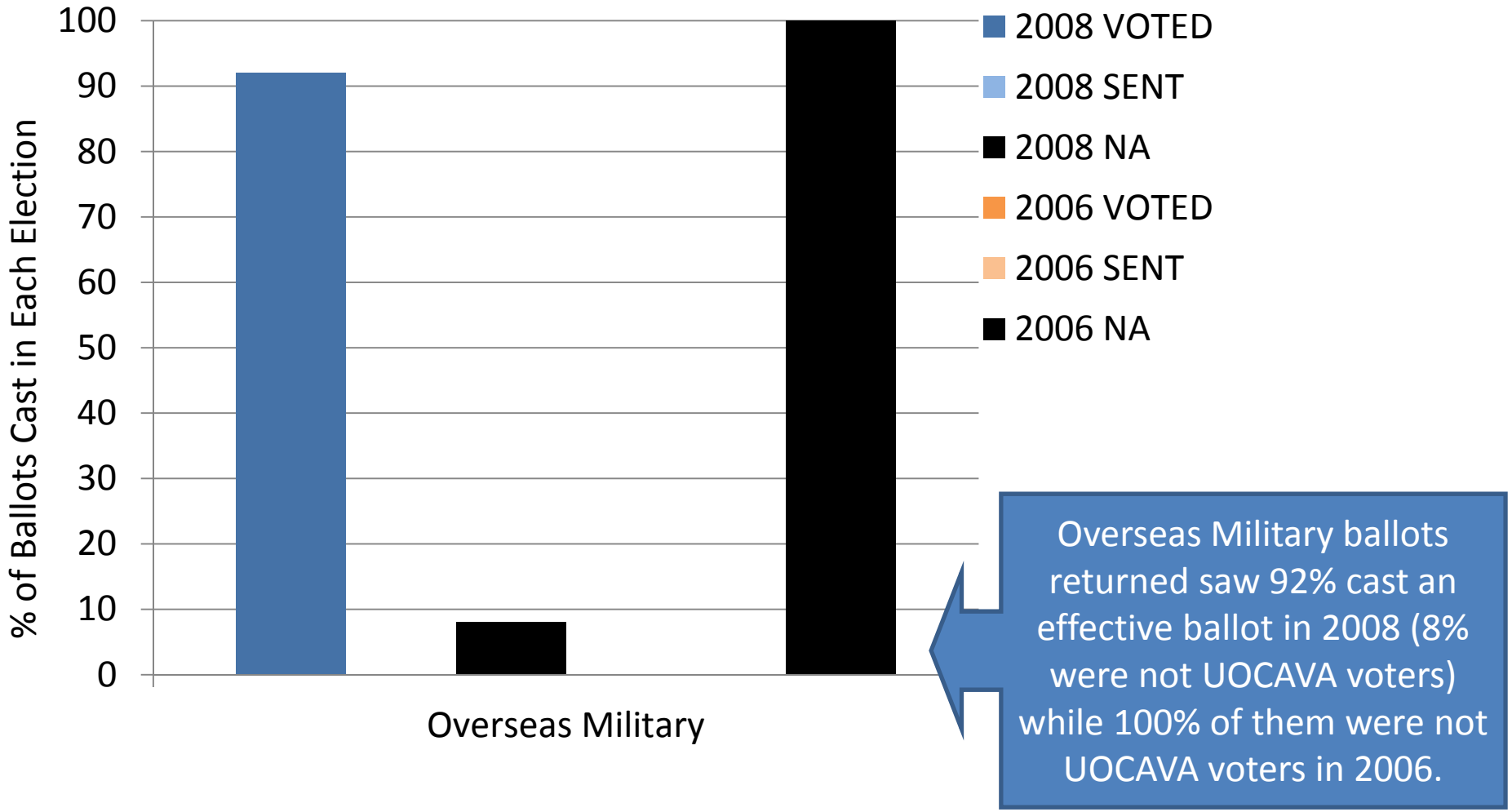
2010 General Election

RETURNED UNDELIVERABLE ANALYSIS

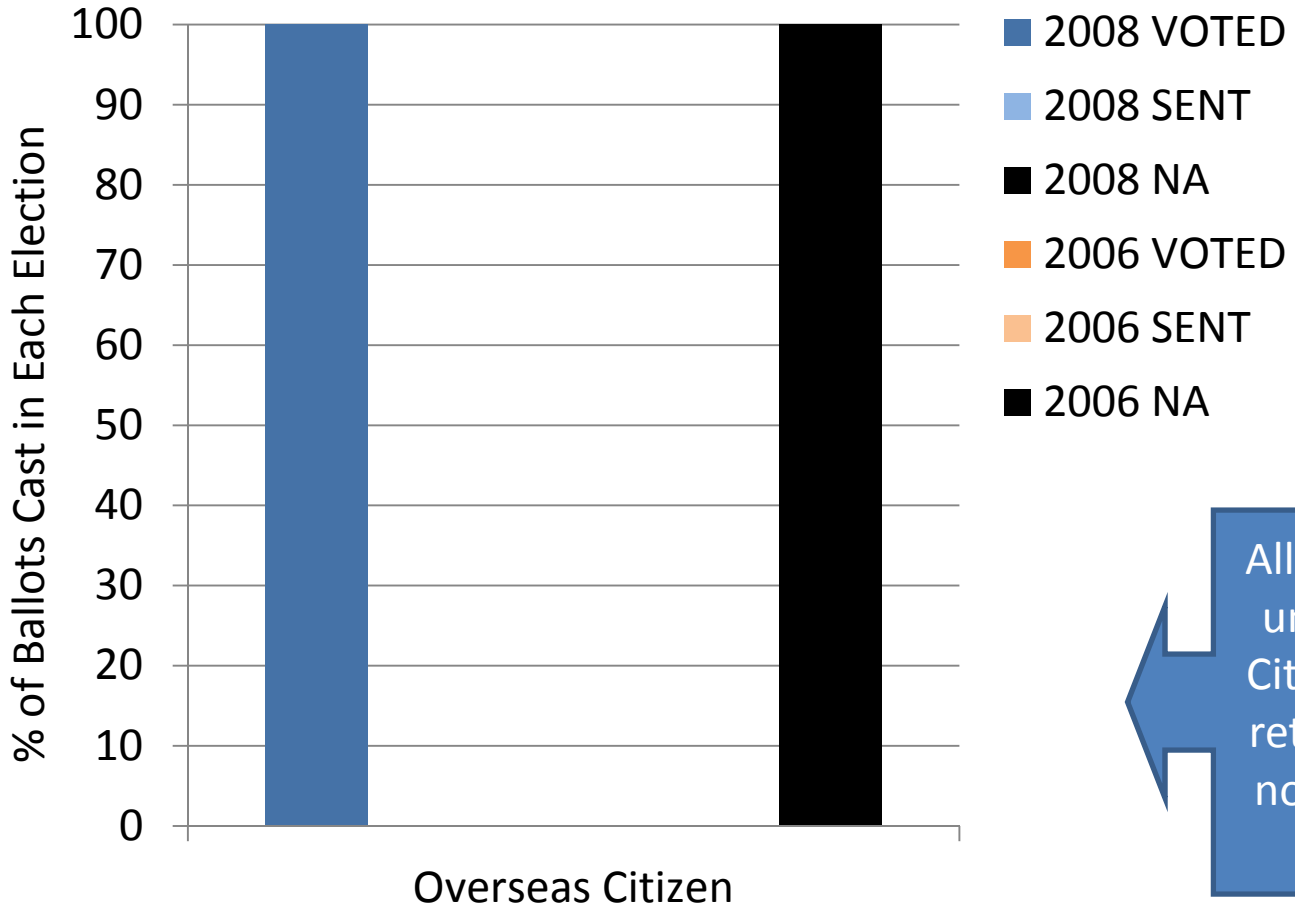
2010 Returned Undeliverable Voting History



2010 Returned Undeliverable Voting History

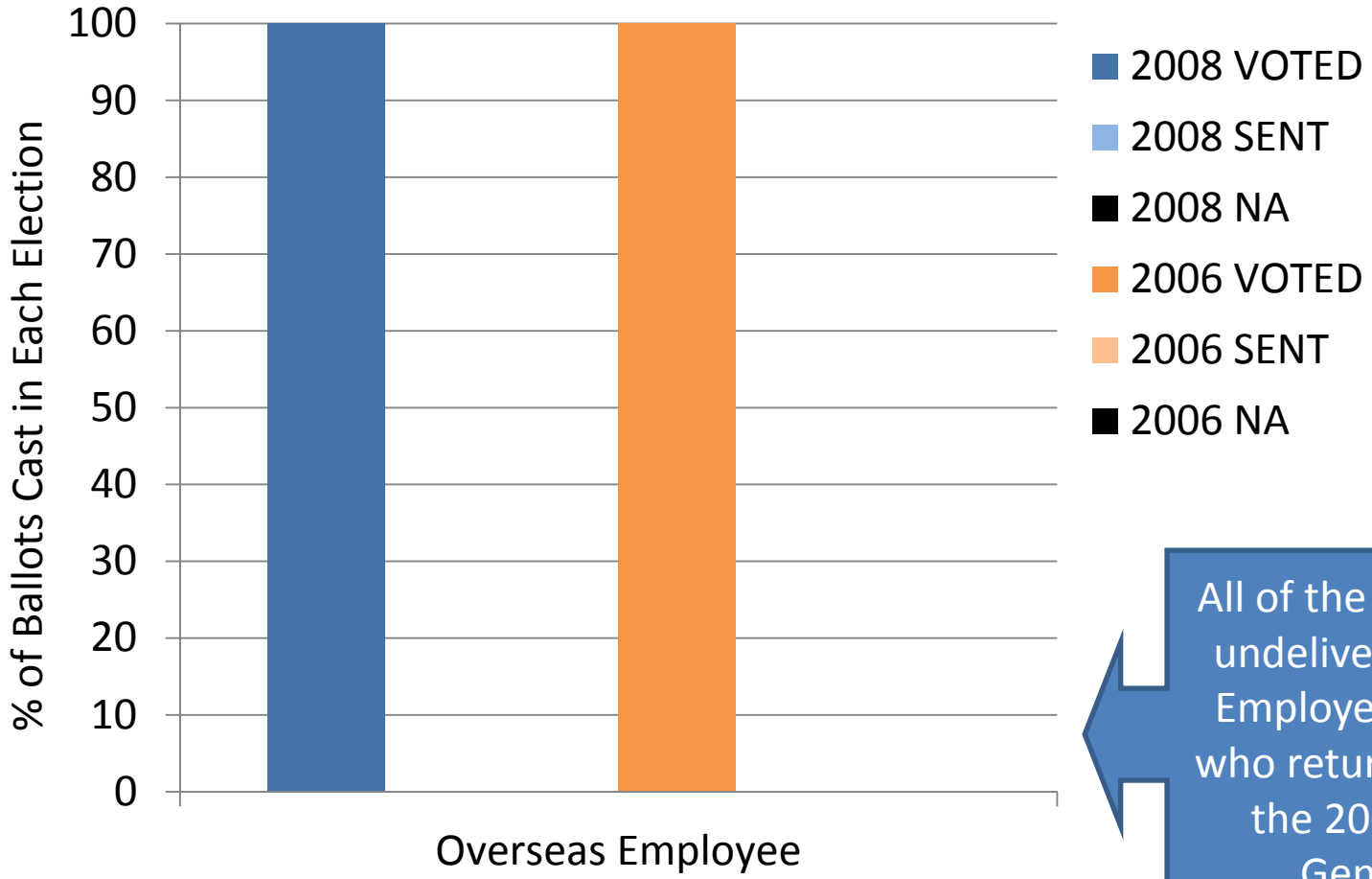


2010 Returned Undeliverable Voting History



All of the ballots returned as undeliverable for Overseas Citizens were for voters who returned ballots in 2008 but none had requested for the 2006 General election.

2010 Returned Undeliverable Voting History



All of the ballots returned as undeliverable for Overseas Employees were for voters who returned ballots in both the 2008 and the 2006 General elections

UOCAVA Voter At Risk

Military

Standard

Returned Late

After 1 year of FPCA

Domestic Mailing Address

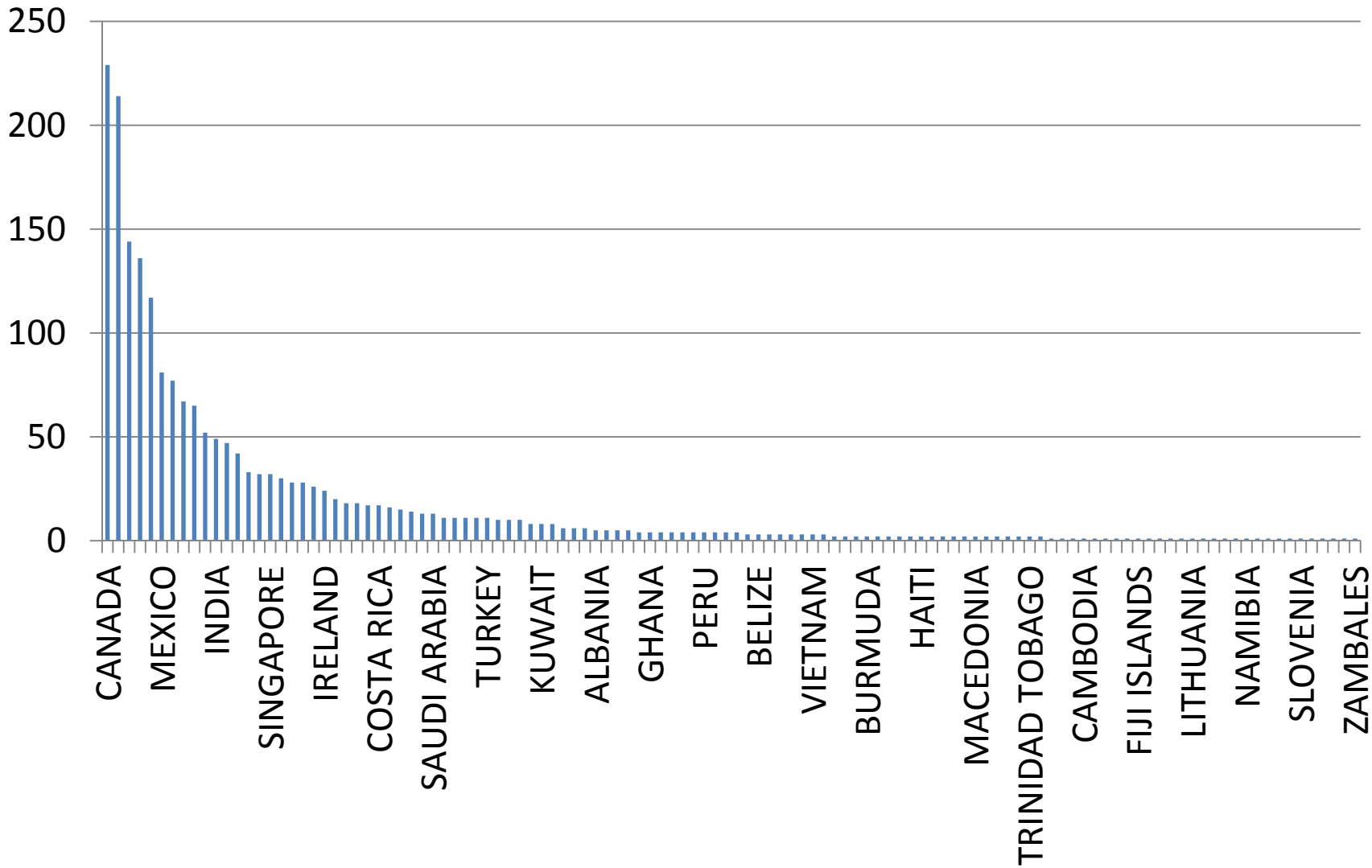
Born in 1980's

Unaffiliated

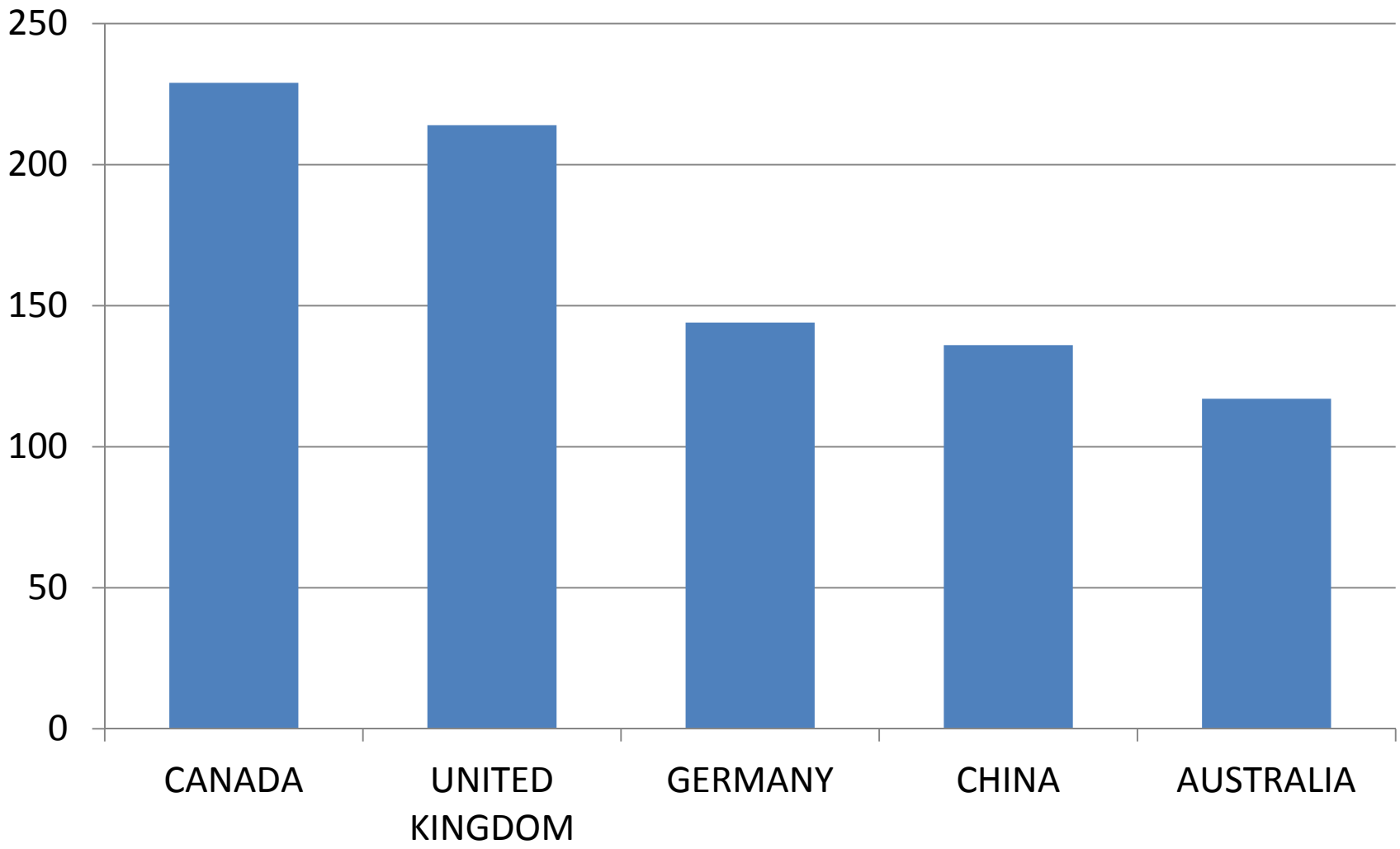
Spring 2011

GLOBAL DISTRIBUTION OF NON-MILITARY UOCAVA VOTERS

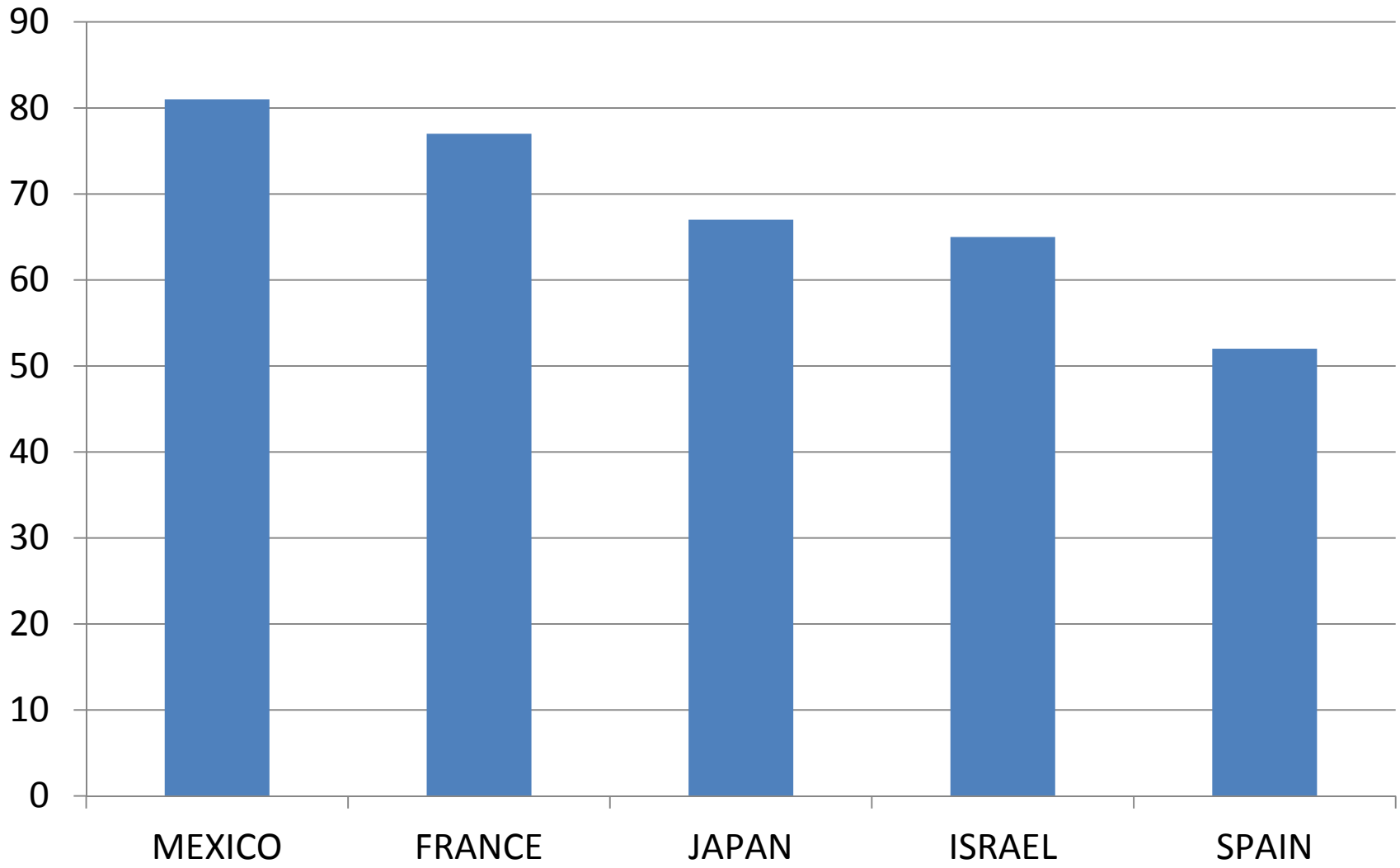
ALL NON-MILITARY UOCAVA VOTERS



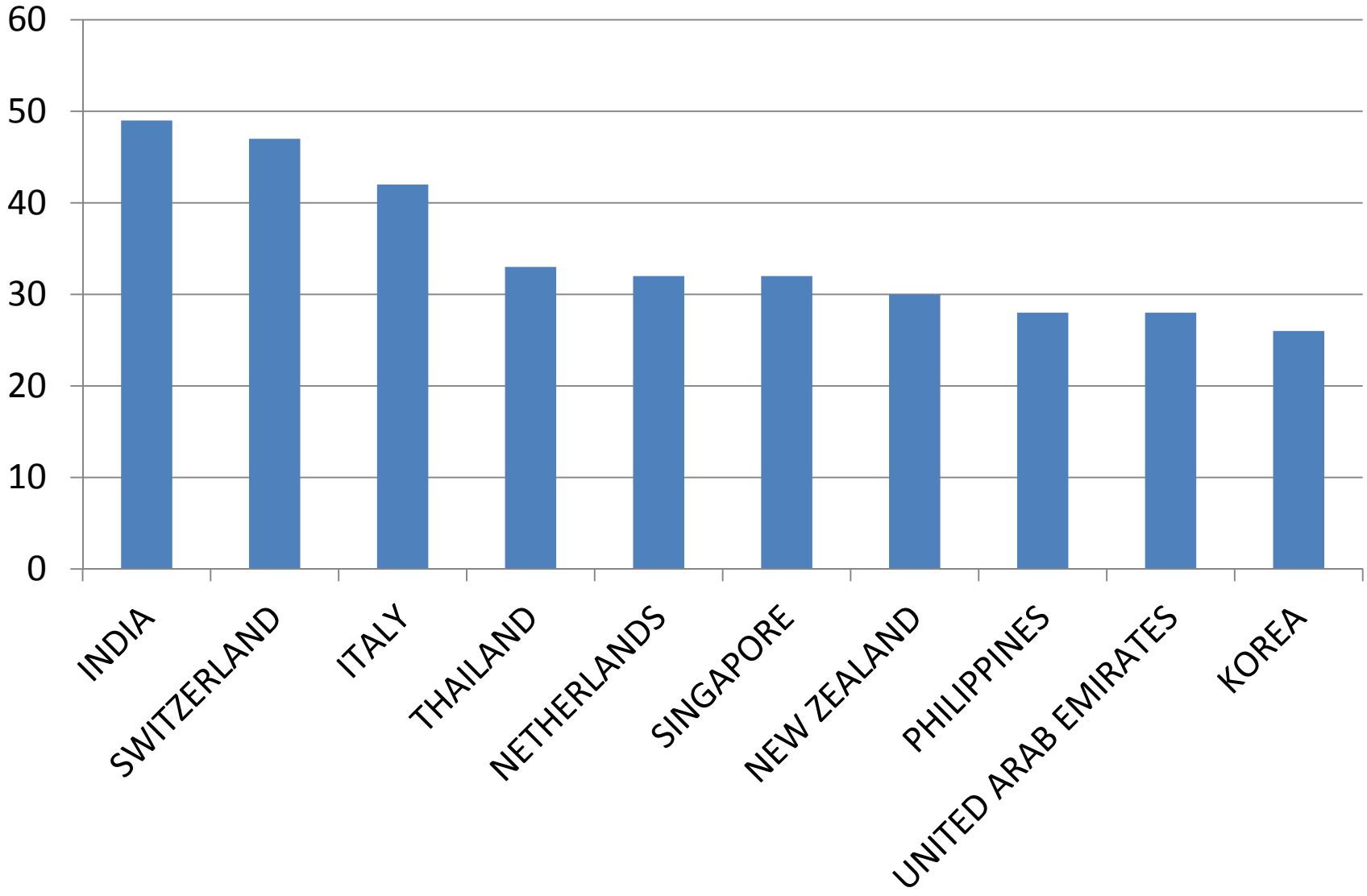
101+ VOTERS BY COUNTRY



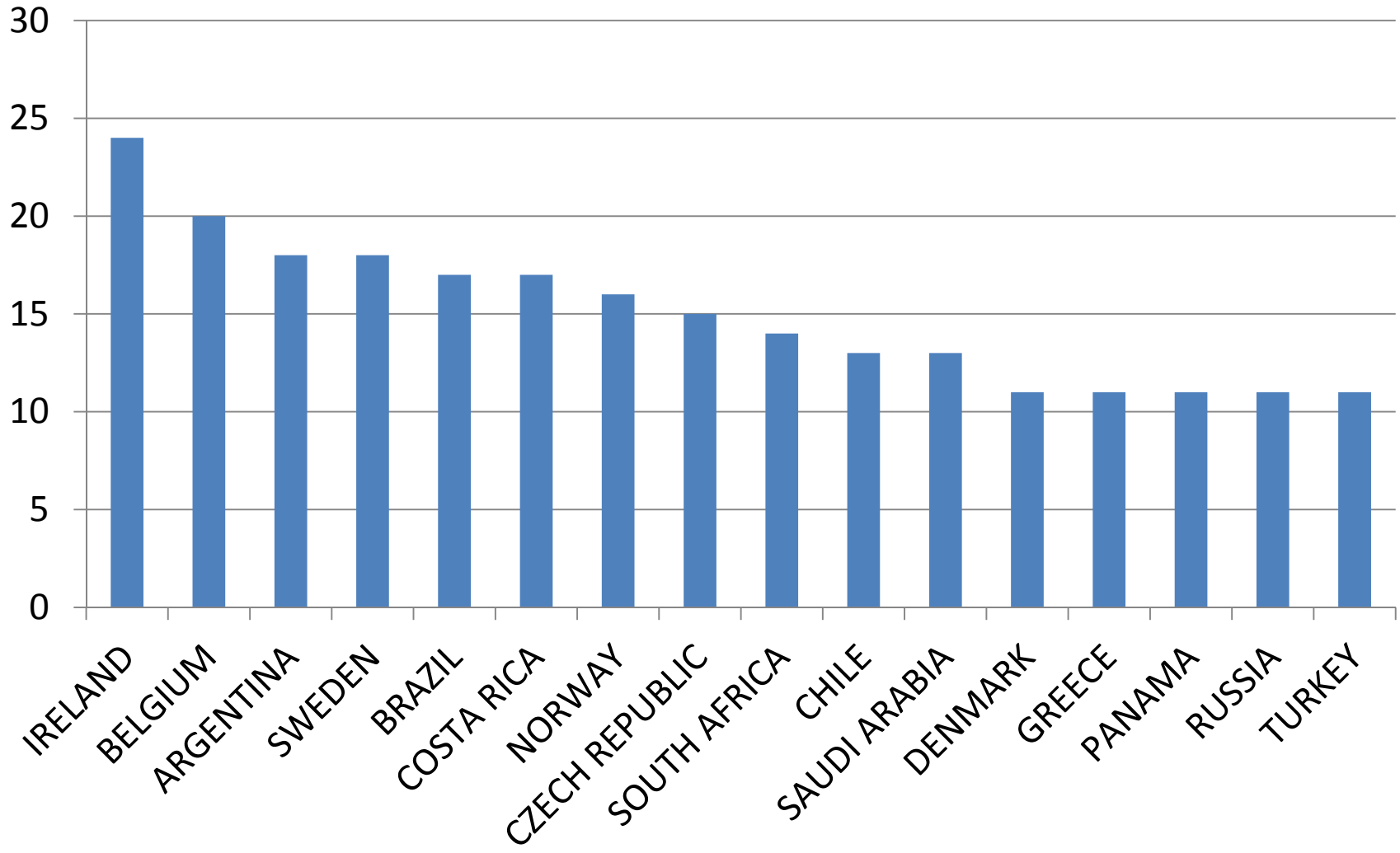
51-100 VOTERS BY COUNTRY



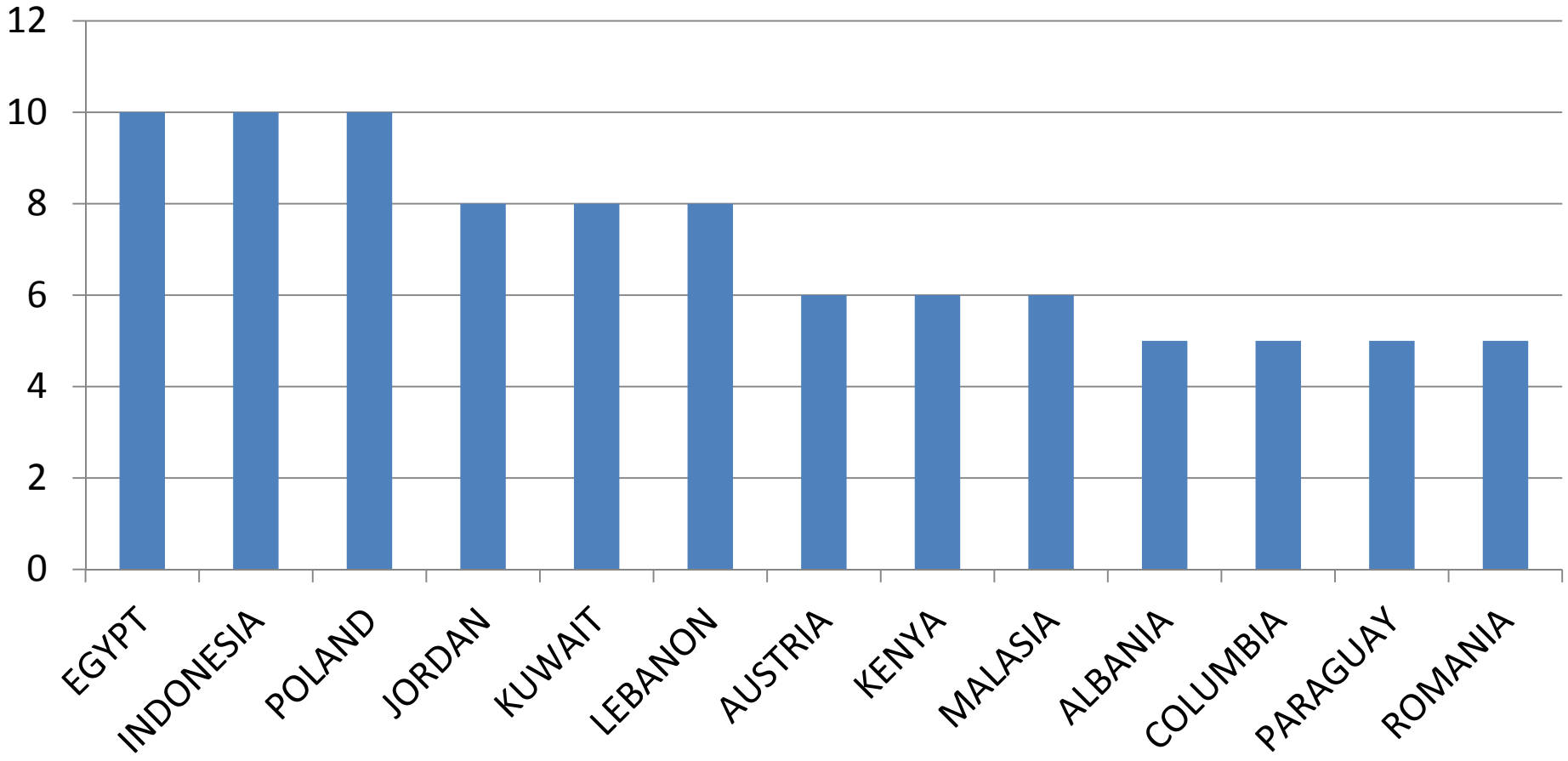
25-50 VOTERS BY COUNTRY



11-24 VOTERS BY COUNTRY



5-10 VOTERS BY COUNTRY



4 VOTERS

- ECUADOR
- GHANA
- HUNGARY
- LUXEMBOURG
- MONOCCO
- NICARAGUA
- PERU
- QUATAR
- UKRAINE
- VENEZUELA

3 VOTERS

- BANGLADESH
- BELIZE
- EL SALVADOR
- MONGOLIA
- SCOTLAND
- SUDAN
- VIETNAM
- ZAMBIA

2 VOTERS

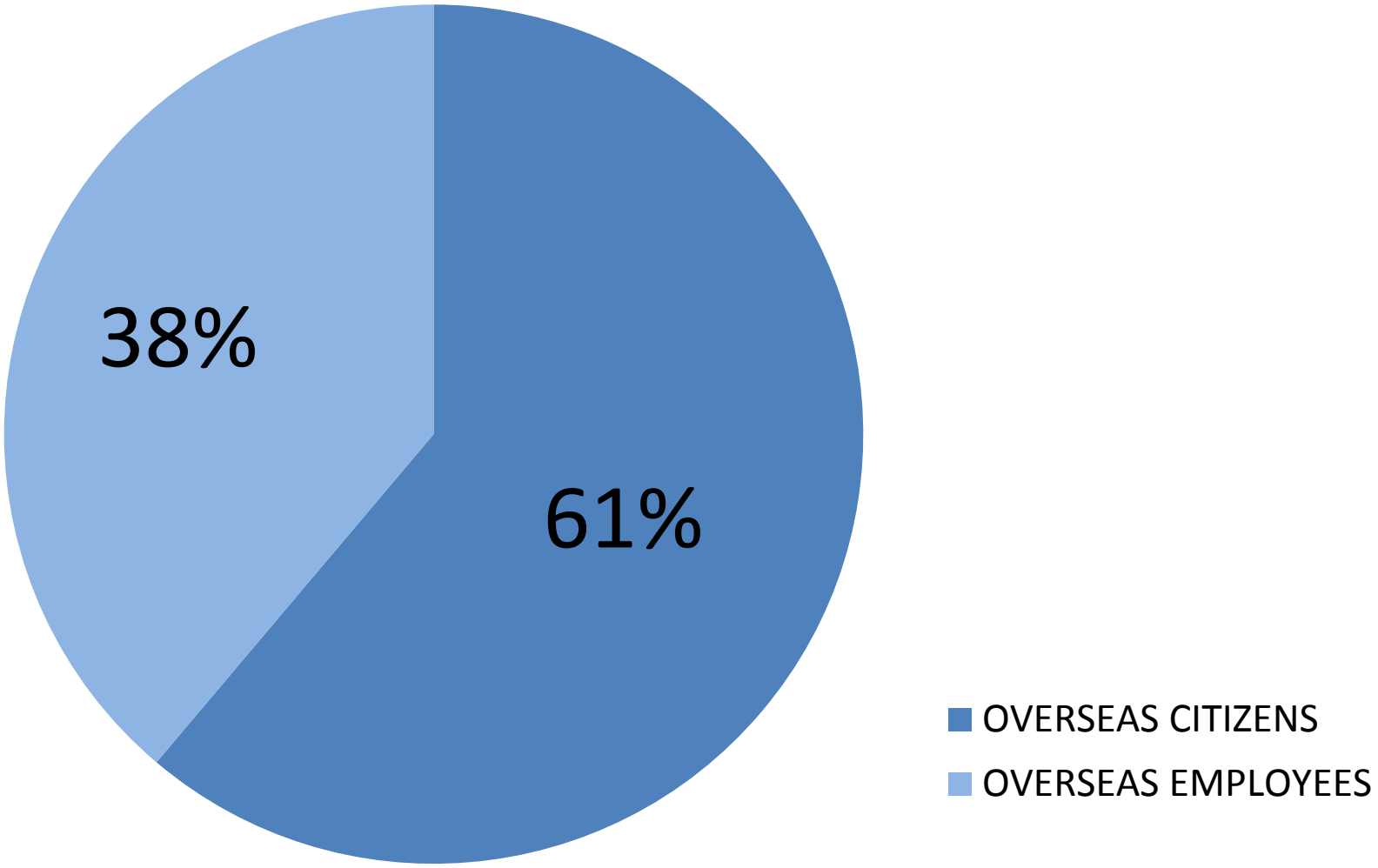
- AFGHANISTAN
- BAHAMAS
- BANGALORE
- BURMUDA
- BOSNIA HERZEGOVINA
- BRITISH WEST INDIES
- CROATIA
- GUADEMALA
- HAITI
- KINGDOM OF BAHRAIN
- KYRGYZSTAN
- LATVIA
- LIBERIA
- MACEDONIA
- RWANDA
- SENEGAL
- SRI LANKA
- TANZANIA
- TRINIDAD TOBAGO
- URUGUAY

1 VOTER

- BOLIVIA
- BOTSWANA
- BULGARIA
- CAMBODIA
- CAYMAN ISLANDS
- CYPRUS
- ETHIOPIA
- FEDERATED STATES OF MICRONISIA
- FIJI ISLANDS
- FINLAND
- GAMBIA
- HONDURAS
- IVORY COAST
- LITHUANIA
- MACAU
- MALAWI
- MAURITIUS
- MOZAMBIQUE
- NAMIBIA
- NEPAL
- PALESTINE
- REPUBLIC OF GUINEA
- SERBIA
- SLOVENIA
- SYRIA
- TUNISIA
- UGANDA
- WEST INDIES
- ZAMBALES

CITIZENS & EMPLOYEES

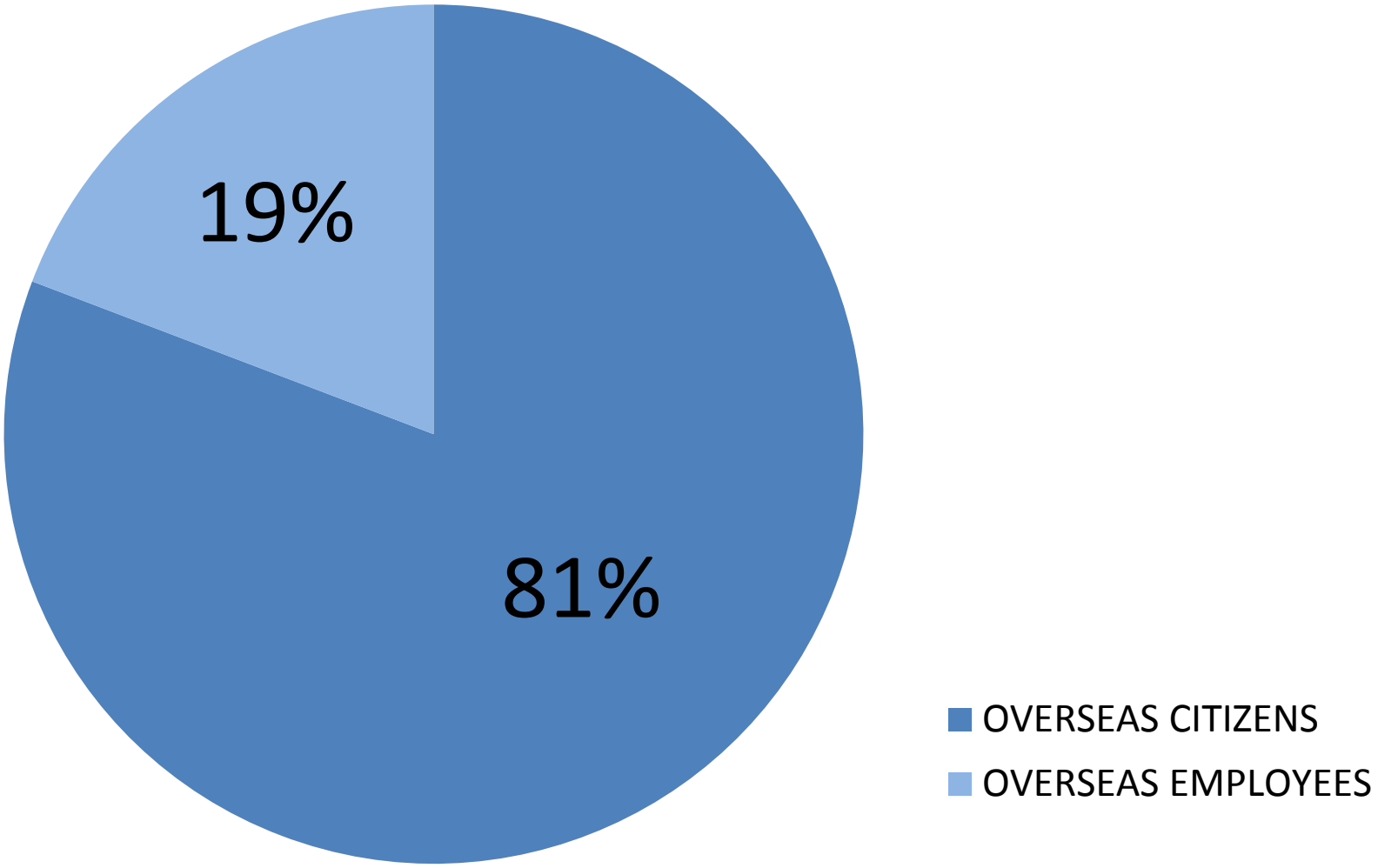
VOTER TYPES



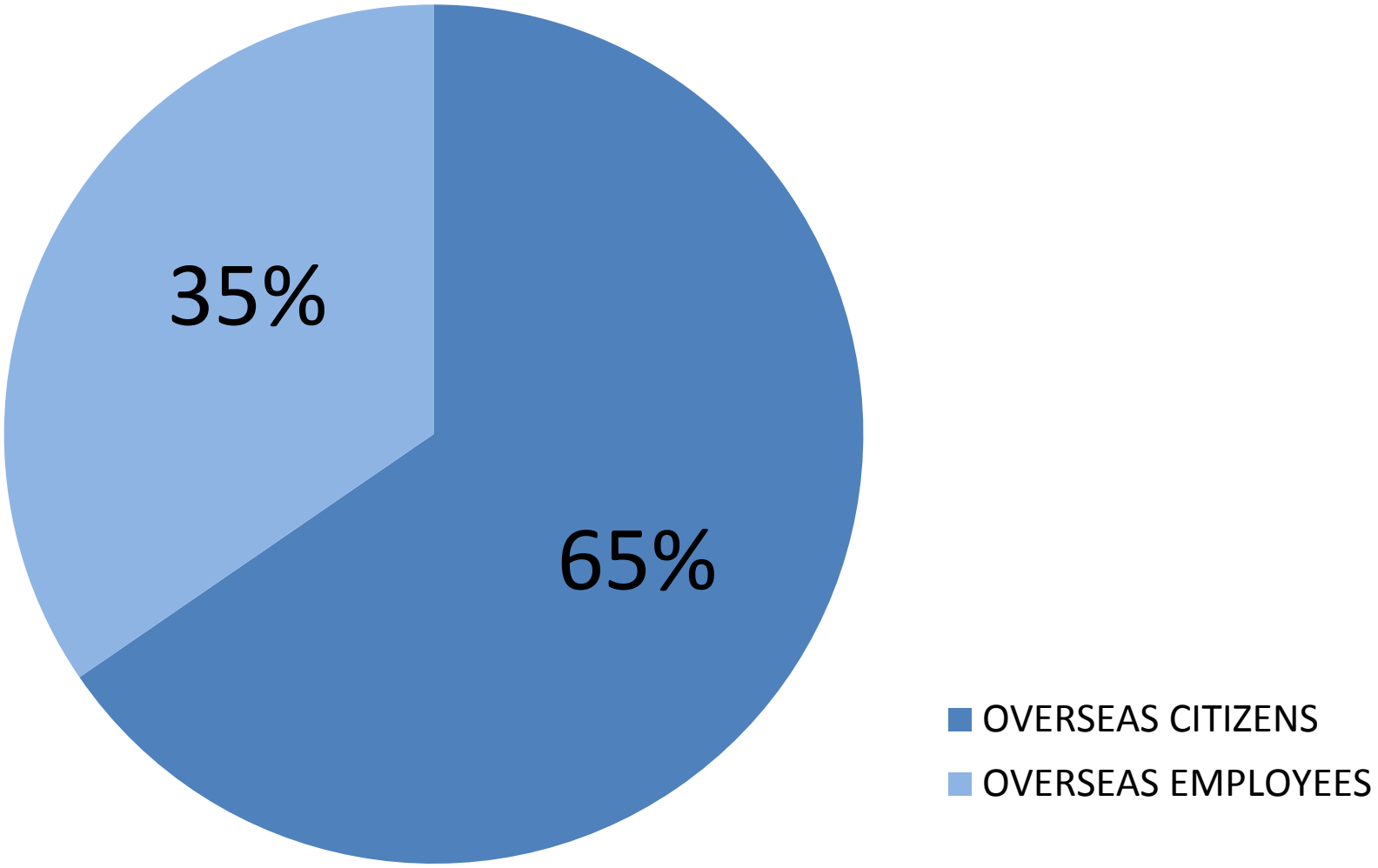
VOTER TYPES

COUNTRIES WITH MORE THAN 100 VOTERS

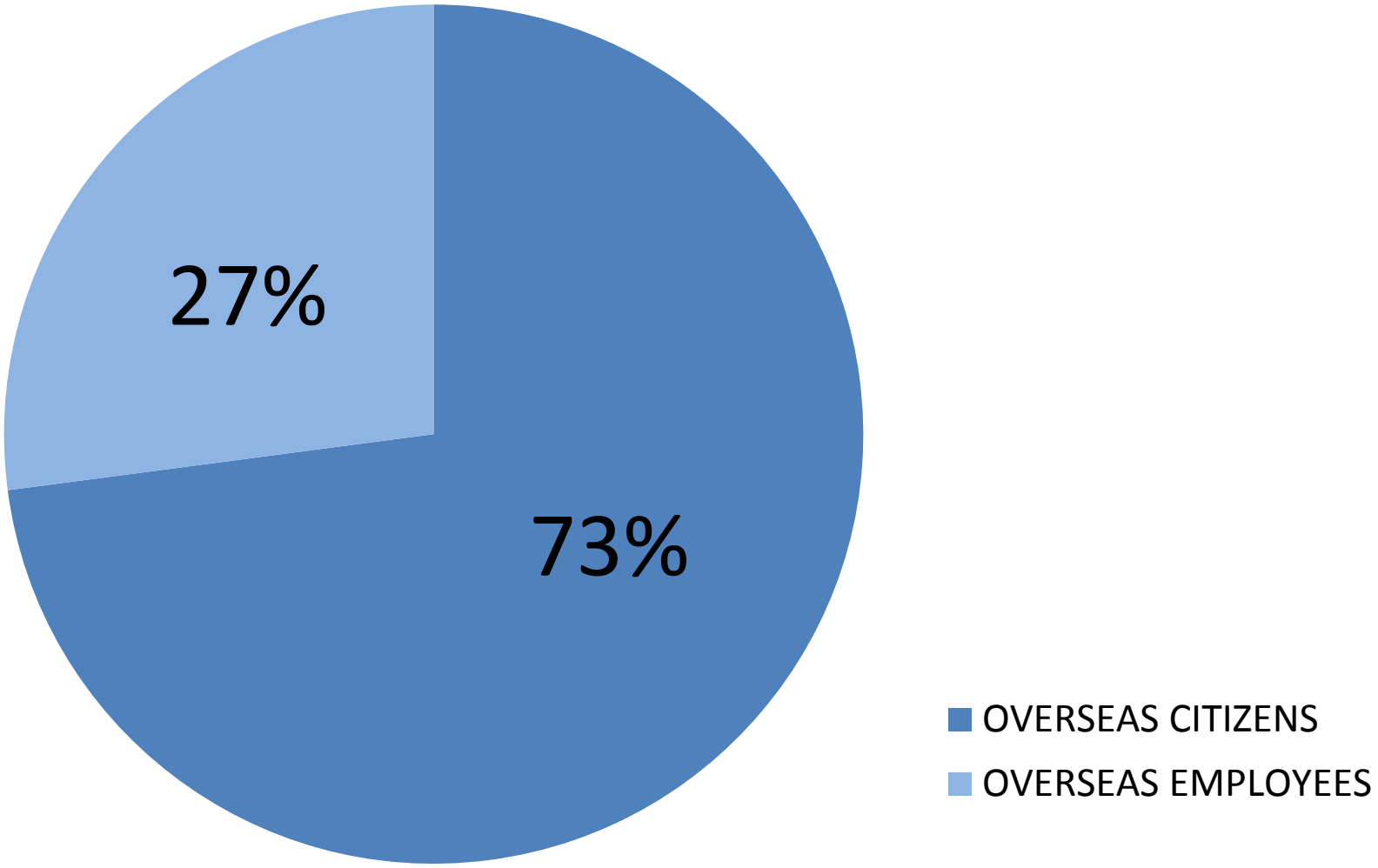
CANADA: 229 VOTERS



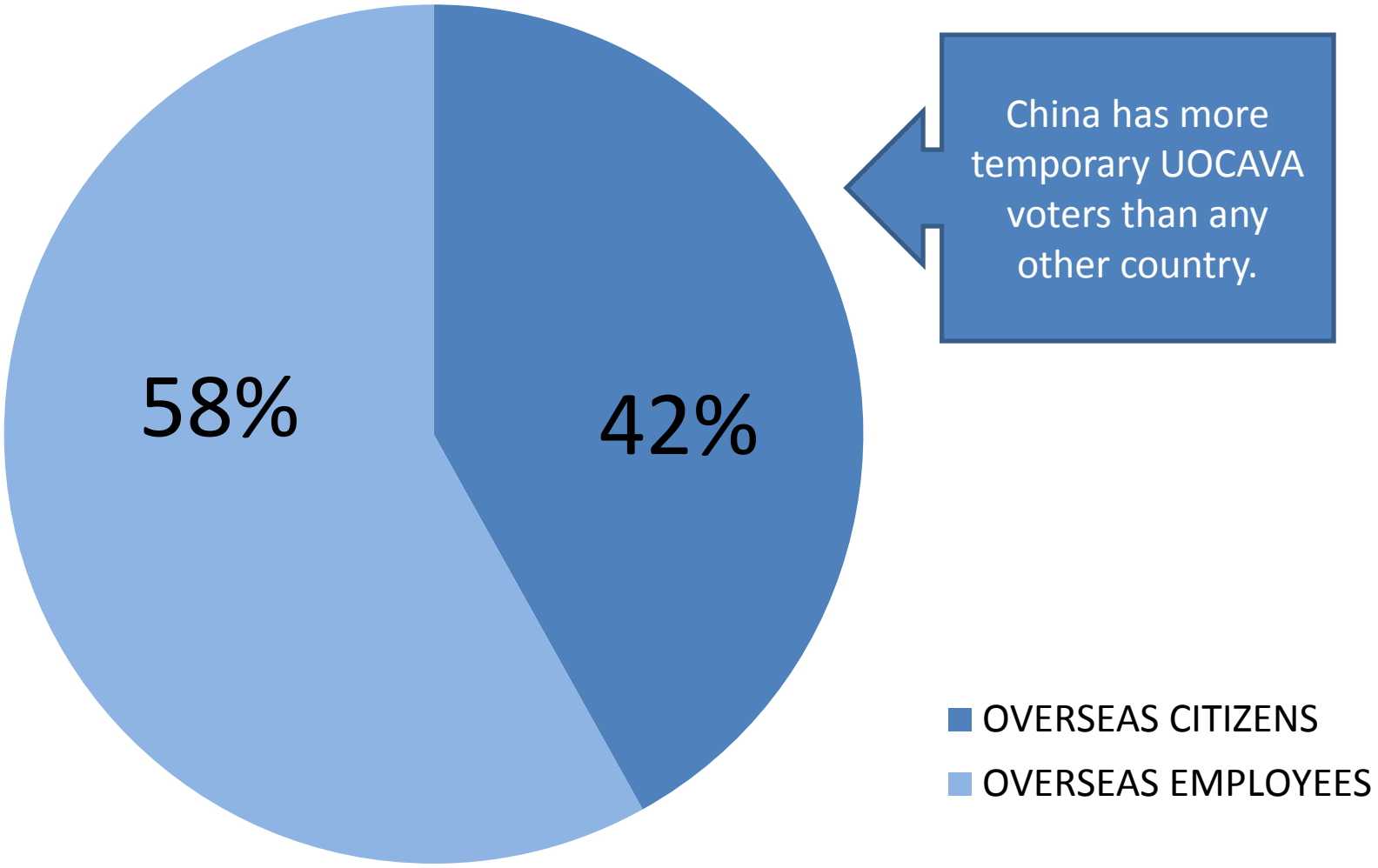
UNITED KINGDOM: 214 VOTERS



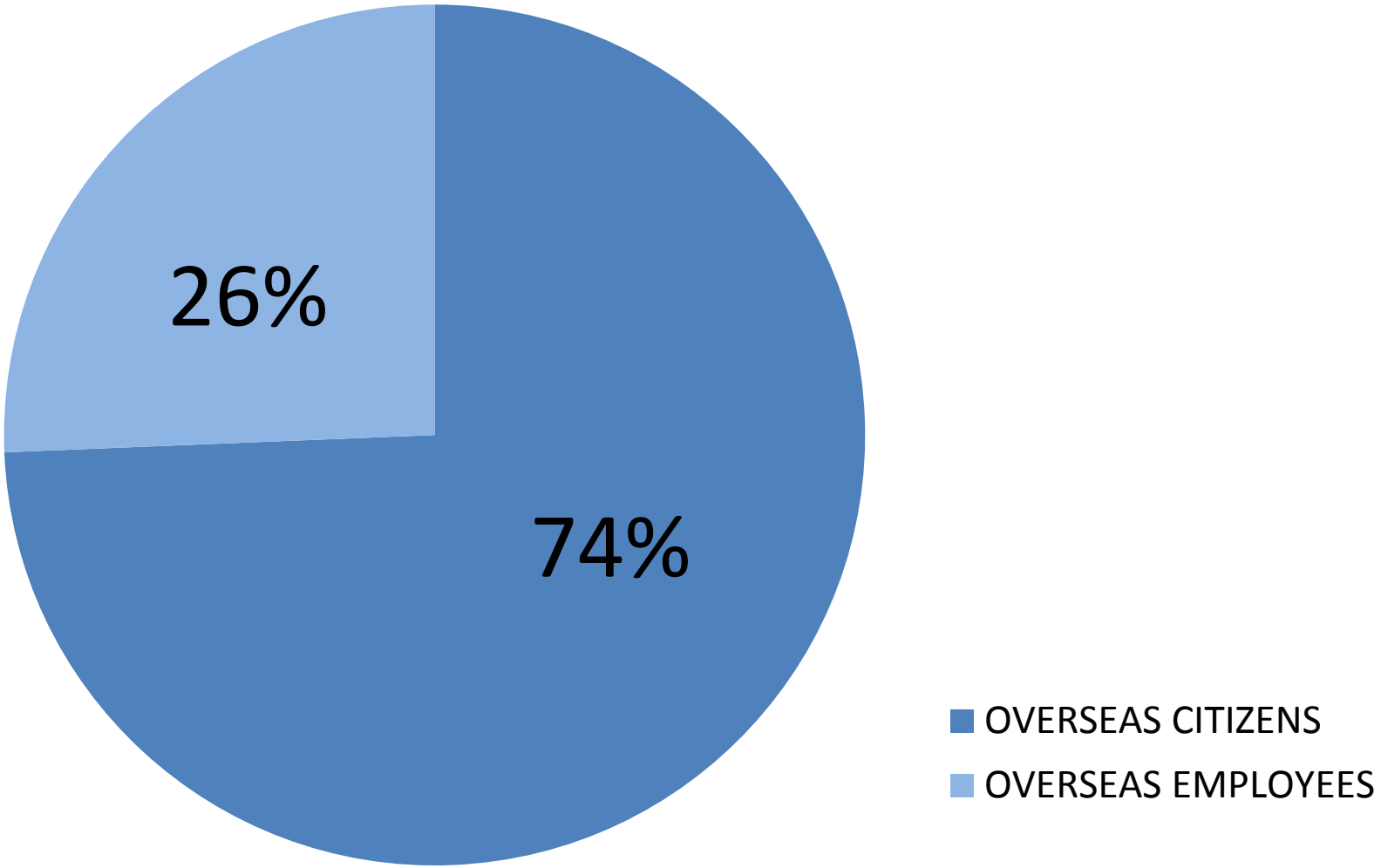
GERMANY: 144 VOTERS



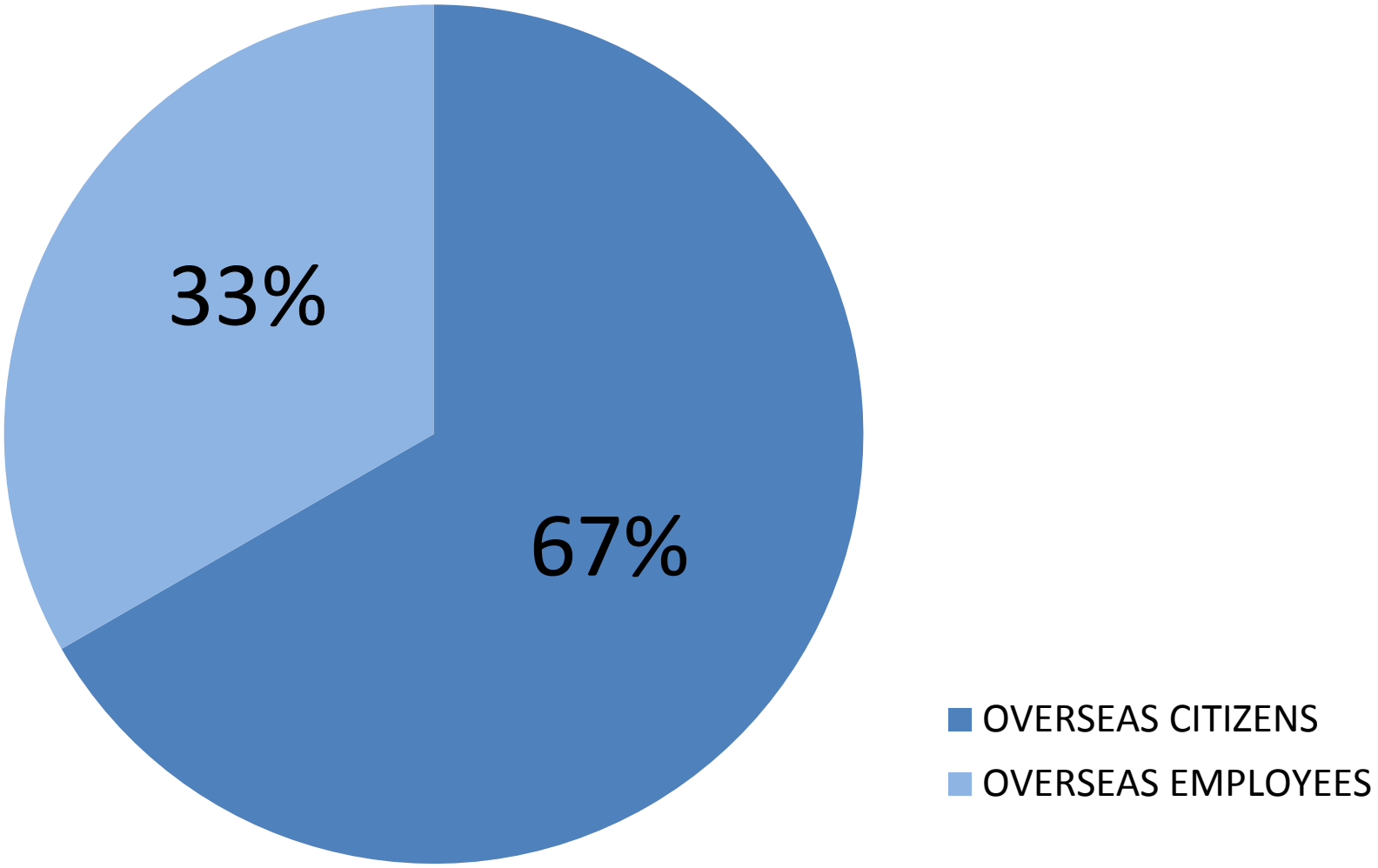
CHINA: 136 VOTERS

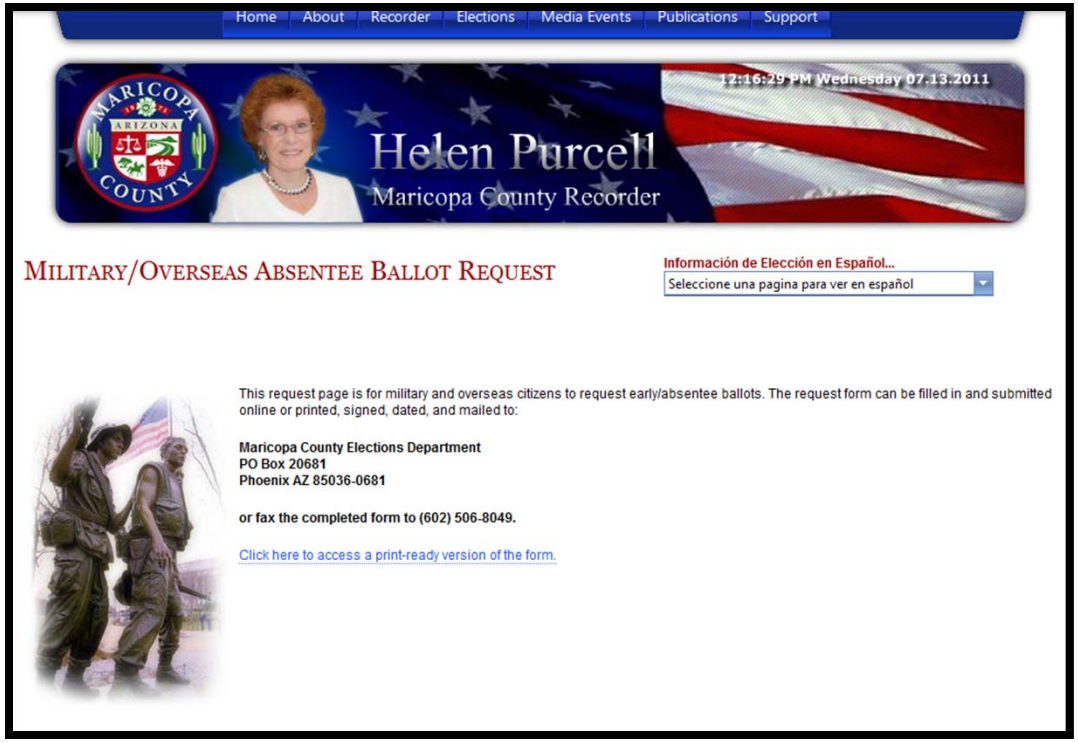


AUSTRALIA: 118 VOTERS



MEXICO: 81 VOTERS





Presidential Election 2008

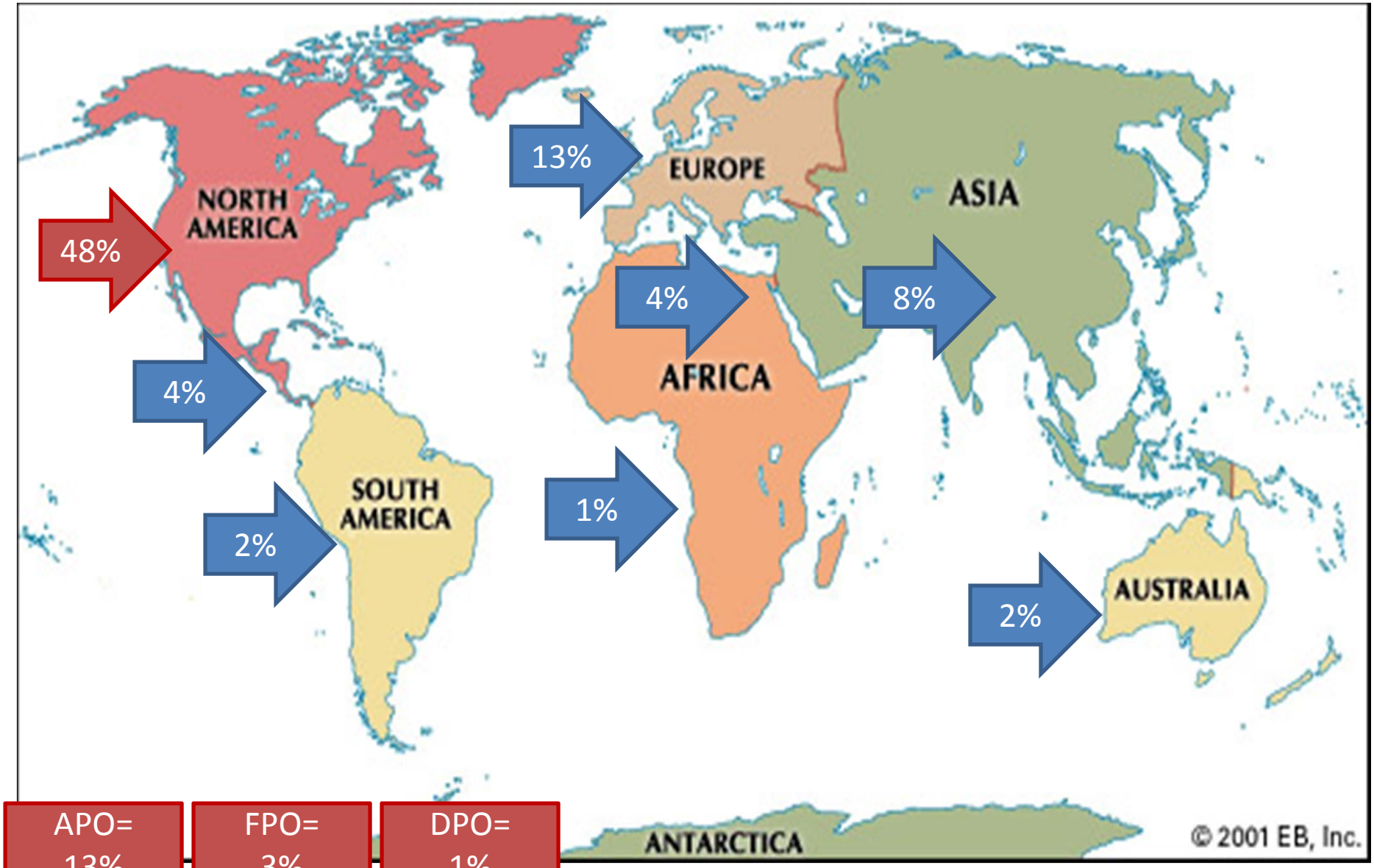
DOES THE UOCAVA VOTER AT RISK PROFILED ACCESS ONLINE SERVICES?

Data Source: MCED MILOS

(**MIL**itary and **O**ver **S**eas)

- All UOCAVA emails go to a single email address—this includes directly from the voter, as well as inquiries made via the SOS or MCED website.
- The email information was then exported from Outlook into Excel for sorting, categorizing, and recording.
- Some emails were difficult to allocate as the voter failed to select or mention what their inquiry was for, they simply provided their information.
- This summary is presented as a general snapshot of online traffic from UOCAVA voters.

% of UOCAVA Online Voters



APO= 13%	FPO= 3%	DPO= 1%

UOCAVA Voter At Risk

Standard

Returned Late

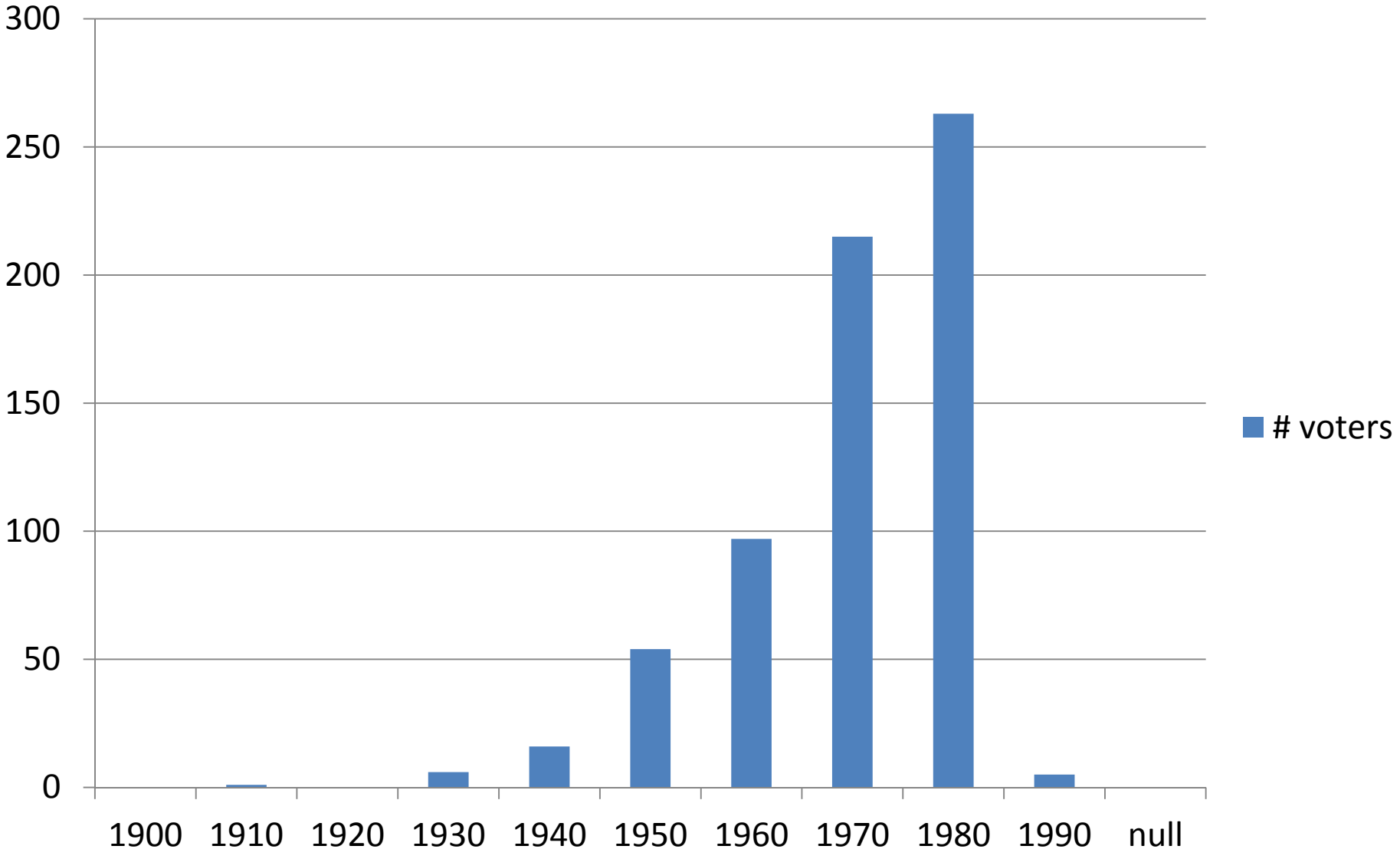
After 1 year of FPCA

Born in 1980's

Unaffiliated

Decade of Birth of UOCAVA Online voters

(From the SOS data)



UOCAVA Voter At Risk

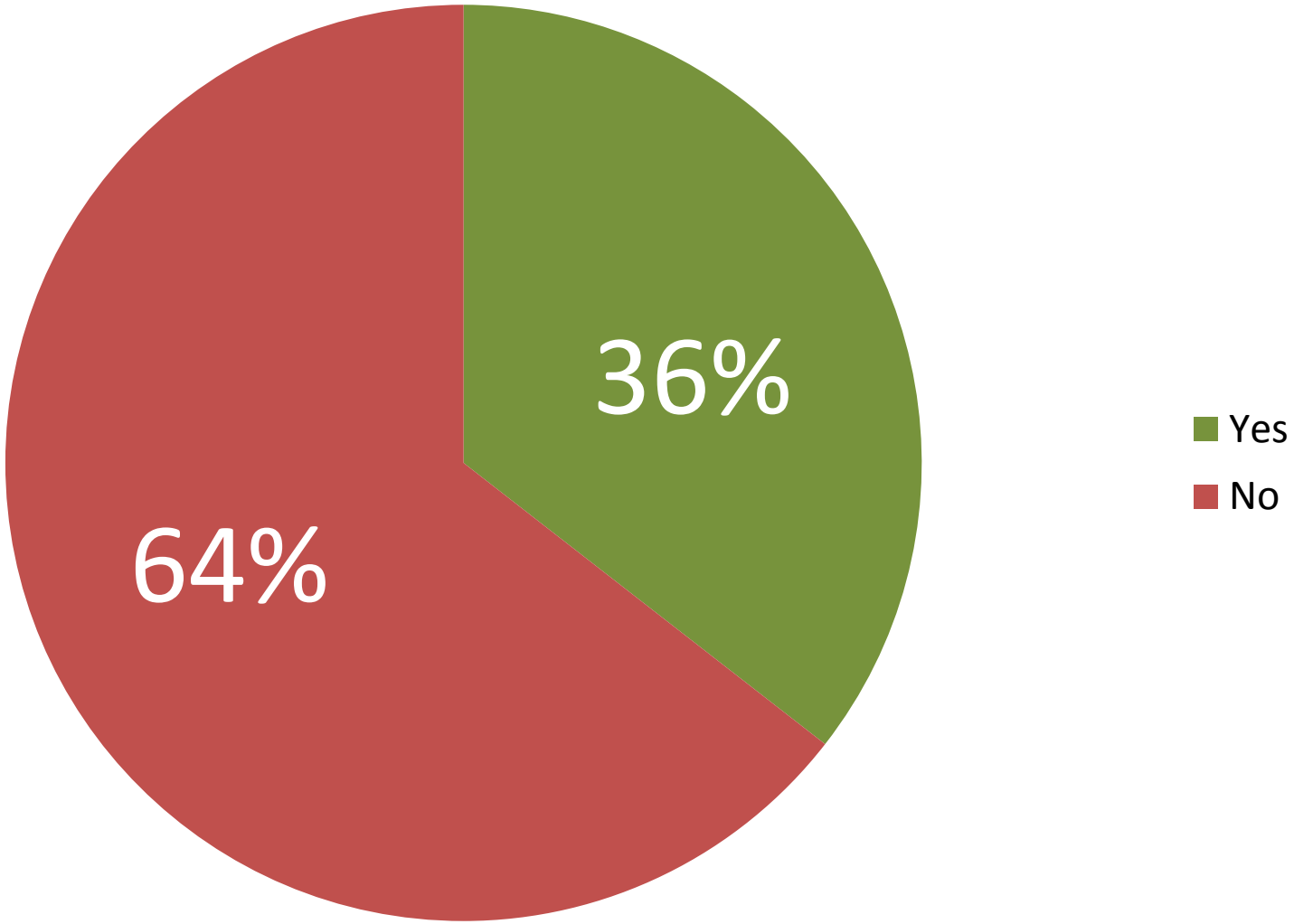
Standard

Returned Late

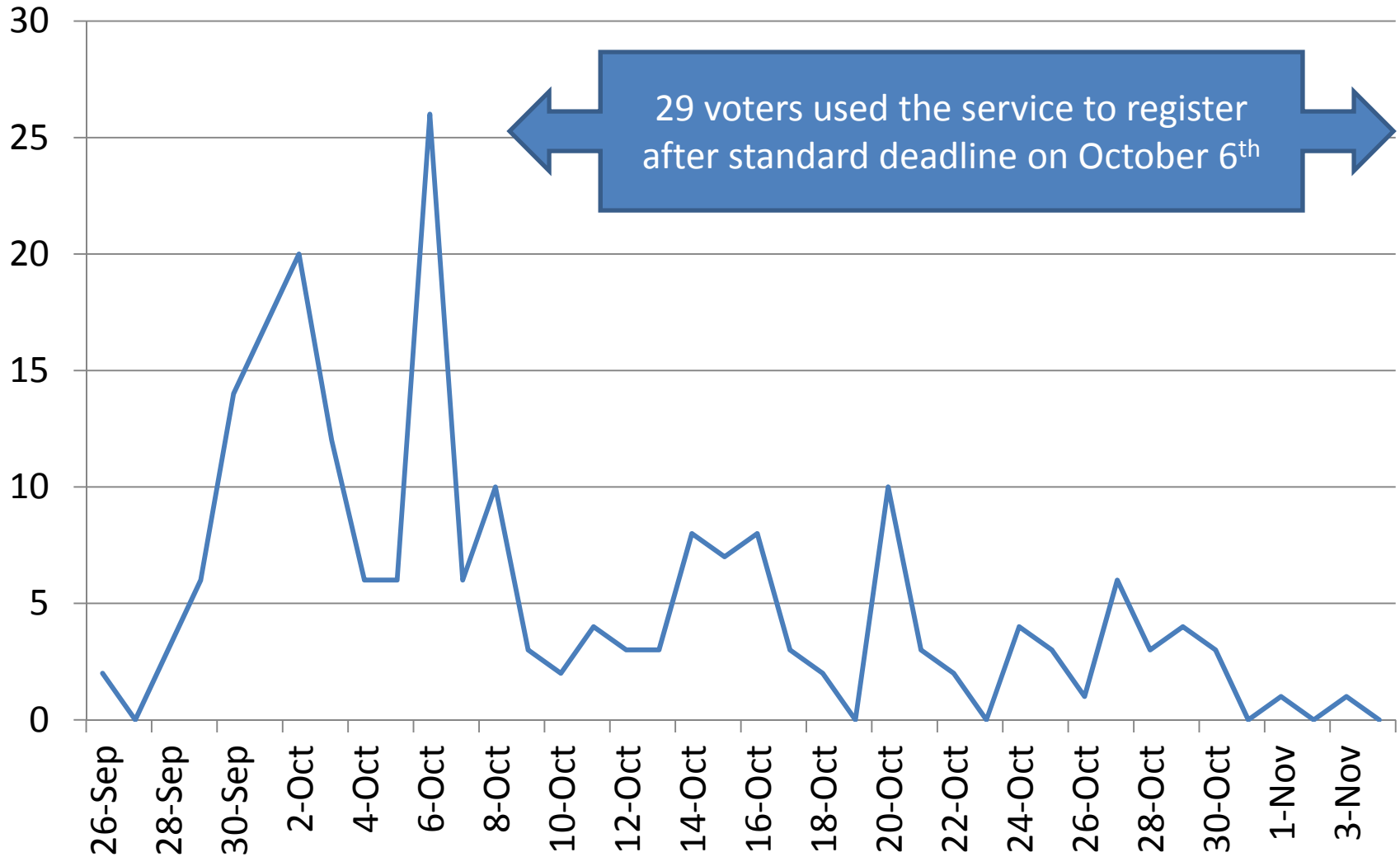
After 1 year of FPCA

Unaffiliated

Requesting to Register to Vote?

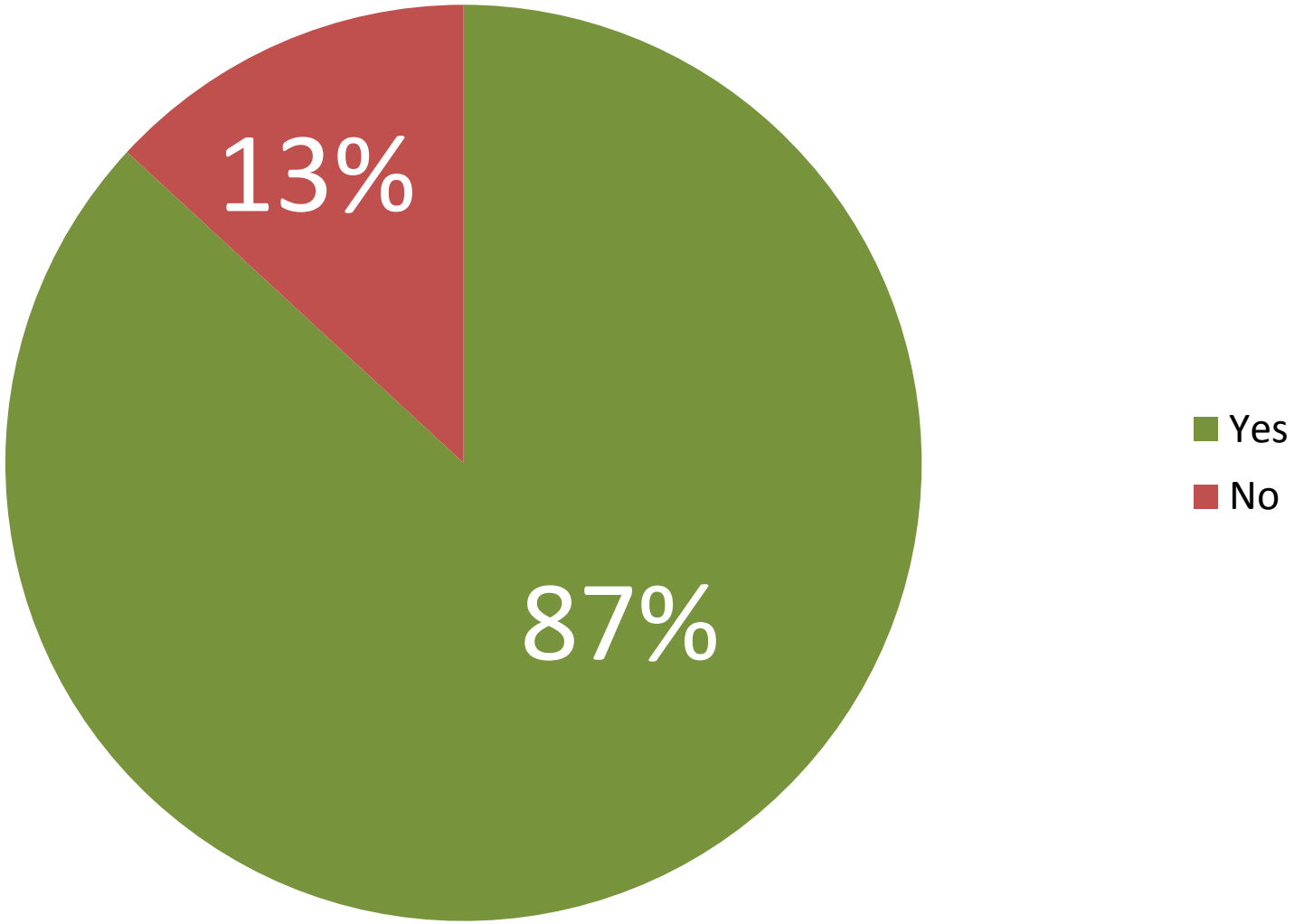


Timeline for using SOS site in month leading up to the election for VR

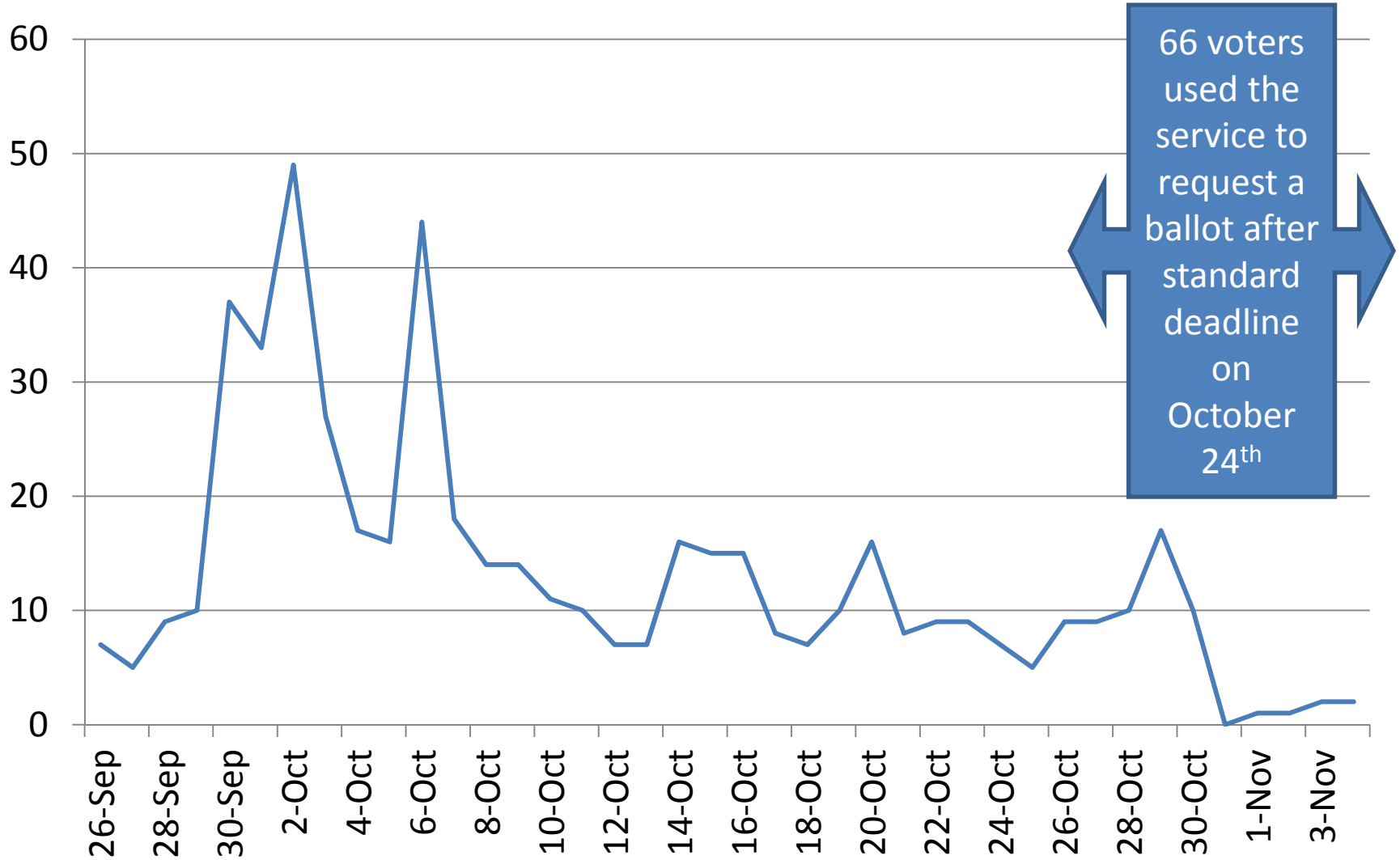


UOCAVA Voter At Risk

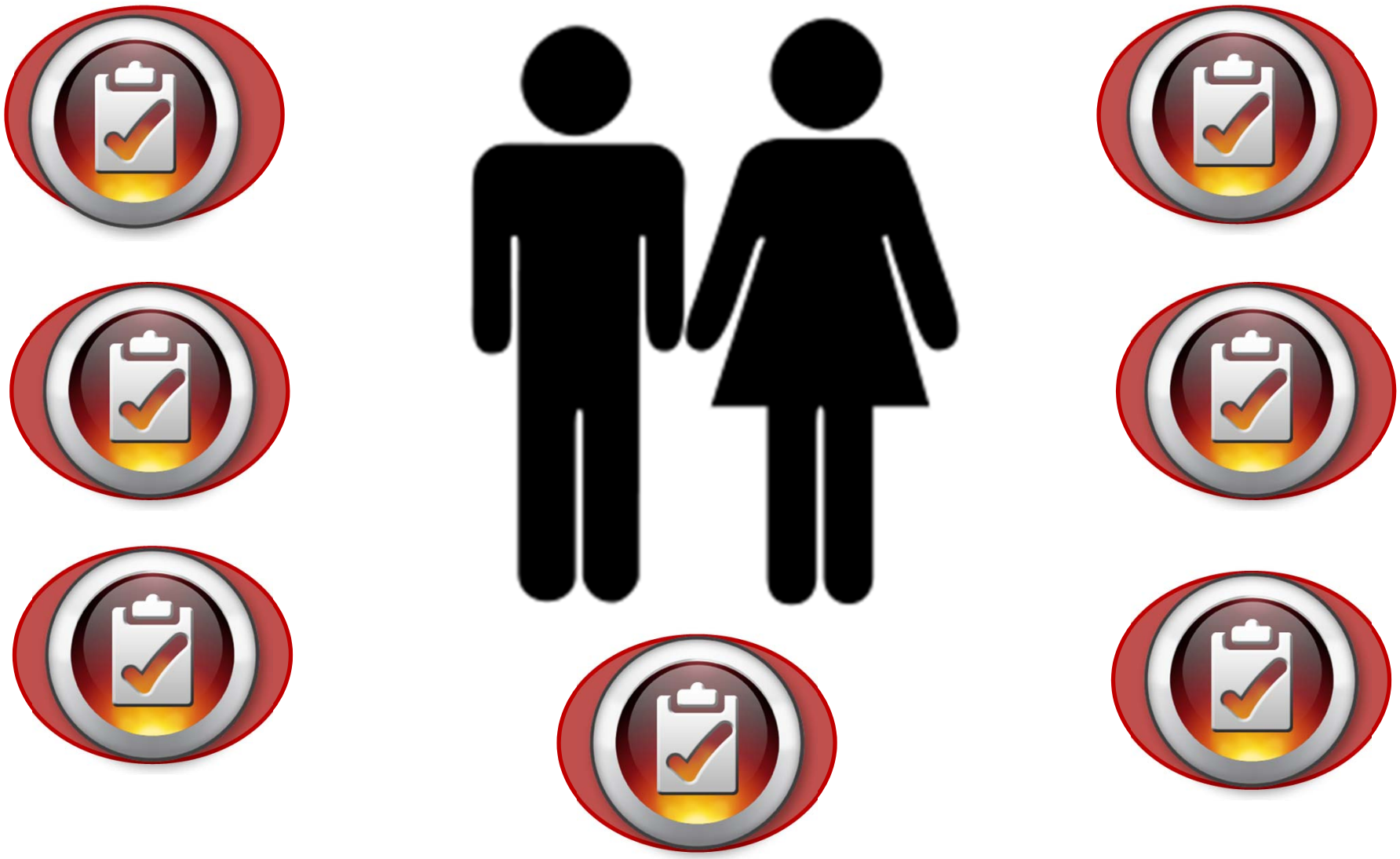
Requesting an Early Ballot?



Timeline for using SOS site in month leading up to the election for EV



UOCAVA Voter At Risk

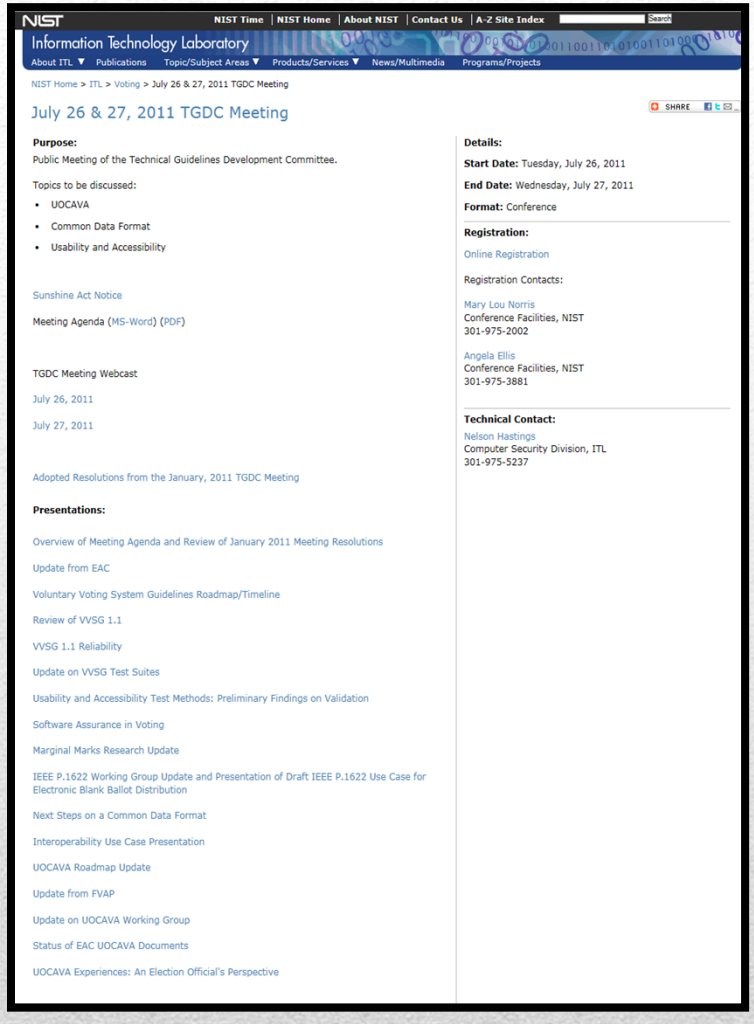


Conclusion

- The existing VBM system has inherent risks which impact all UOCAVA voters, but in Maricopa County we have isolated particular voter characteristics which are more vulnerable.
- Providing online access to information and services aid in mitigating the impact of those risks.
- We are undergoing enhancements to our online system and data collection and have set our expectations high for 2012 voter participation.

More info on the TGDC

- All presentations given are available online at:

http://www.nist.gov/itl/vote/july-2011-tgdc.cfm

- The full webcast of both days are also available there.