

2024

REPORT TO CONGRESS



FVAP.GOV
FEDERAL VOTING ASSISTANCE PROGRAM



The estimated cost of this report or study for the Department of Defense is approximately \$2,395,000 in Fiscal Years 2024 - 2025. This includes \$2,347,000 in expenses and \$48,000 in DoD labor.

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Executive Summary

This report fulfills the reporting requirements of the Secretary of Defense, as the Presidential designee under the "Uniformed and Overseas Citizens Absentee Voting Act" (UOCAVA), at 52 U.S.C. §§ 20301(b)(6) and 20308(b). It includes findings from the Federal Voting Assistance Program's (FVAP) post-election surveys and provides an assessment of activities supporting the 2024 elections for Federal office. FVAP is an assistance program; its mission is to inform voters covered by UOCAVA of their right to vote, and to provide tools and resources to help those who want to vote do so successfully from anywhere in the world.

This continued support for the UOCAVA absentee voting process was only possible through the collaborative efforts provided by FVAP's stakeholders: State and Local election officials, Military Departments and Uniformed Services, Department of State, U.S. Postal Service, Department of Homeland Security, overseas citizen organizations, and other key stakeholders dedicated to supporting members of the Uniformed Services and Merchant Marine, their families, and overseas citizens.

Observations from the 2024 General Election

After the November 5, 2024 General Election, FVAP conducted post-election surveys of active duty military (ADM), overseas citizen voters, Voting Assistance Officers (VAOs), and State election officials to yield the findings below.

ADM:

- The 2024 voter registration rate for ADM was 67 percent, a three-point decrease from 2020 (70 percent).¹
- The 2024 voter participation rate for ADM was 42 percent, which is less than the 47 percent voter participation rate for the 2020 General Election.²
- ADM who received assistance from a Department of Defense (DoD) resource (e.g., FVAP, Unit Voting Assistance Officers (UVAOs), and Installation Voter Assistance (IVA) Offices) were significantly more likely to submit an absentee ballot than ADM who did not receive such assistance. This consistent finding across the last seven general election cycles speaks to the importance and effectiveness of efforts by FVAP and the Military Departments and Services to raise awareness of available resources and provide direct assistance.
- ADM who needed assistance were approximately three times as likely to report returning their absentee ballot if they sought assistance from a DoD resource.
- The proportion of ADM voting by absentee was 25 percent in 2024 compared to 35 percent in 2020. This number includes those voting absentee from their legal residence.

U.S. Citizens Residing Overseas:

- The 2024 estimated ballot request rate for overseas citizens was 15.0 percent, a slight decrease from 2020, when an estimated 15.8 percent of overseas citizens requested an

¹ This difference is not statistically significant. 2024 PEVS-ADM, Q8, Q33; 2020 PEVS-ADM, Q8, Q32. See footnote 5 for further details of these surveys.

² This difference is statistically significant

absentee ballot.

- The 2024 estimated voter participation rate for overseas citizens was 11 percent, slightly higher than the estimated 10.5 percent voter participation rate for the 2020 General Election.
- The 2024 “Overseas Citizen Population Analysis” conducted by FVAP estimated that there were 3.3 million U.S. citizens living overseas in 2024. This represents a 15 percent increase of estimated U.S. citizens since 2010.
- The most frequently reported challenges experienced by U.S. citizen voters living overseas was having difficulty figuring out how to vote, knowing what U.S. address to use, and feeling the voting process was too complicated.

All UOCAVA Voters:

- UOCAVA voters requested their ballots slightly later than they did in 2020. General election ballots were also returned later than they were in 2020, but 2024 ballot return timing was similar to 2022. Of recent election cycles, 2020 had the earliest ballot return timeframe.

Recommendations from the 2022 Report to Congress and Results of Activities in 2024

FVAP’s activities fulfill the Secretary of Defense’s responsibilities under UOCAVA. These activities raise awareness of the right to vote among UOCAVA citizens and seek to reduce or eliminate barriers for those who choose to exercise that right. FVAP’s 2024 activities made important advancements toward implementing the recommendations in FVAP’s 2022 Report to Congress:

Reduce Barriers for UOCAVA Voters to Successfully Vote Absentee

- Thirty-one percent of visits to FVAP.gov resulted in a “conversion,”³ which falls in the top 10 percent of conversion rate benchmarks for high-traffic internet sites. This is similar to the conversion rate in 2020 of 30.51 percent.
- In 2024, FVAP distributed 30,653 hard copy Federal Post Card Applications (FPCAs) and Federal Write-in Absentee Ballots (FWABs) as well as 196,473 pieces of other educational and outreach materials to voters in 66 countries and 120 military installations⁴ worldwide.
- There was a 22 percent decrease in FPCA downloads and nearly a 21 percent decrease in FWAB downloads on FVAP.gov in 2024 as compared to 2020. This may be attributable to a greater number of state tools specific to UOCAVA voters.

Increase Awareness About Absentee Voting

- Web metrics for FVAP.gov in 2024 indicate site engagement slightly increased over 2020, with a 20.6 percent increase in users, and a 35.4 percent increase in page views.
- Sessions generated by paid media made up nearly 34 percent of all visits to FVAP.gov in 2024, compared to 21 percent in 2020.

³ “Conversion” occurs when a website visitor performs a desired action. On FVAP.gov, conversions are actions taken by a visitor that represent a first step toward registering and requesting a ballot or using the backup ballot if necessary.

⁴ These numbers only include the forms and materials that were distributed directly by FVAP staff. They do not incorporate the number of FVAP branded materials that were distributed directly by the Military Services or the Department of State as well as the distribution of “VAO in a Box.”

Executive Summary

- FVAP personnel conducted VAO training workshops, both virtually and in-person, at 132 locations representing 82 U.S. military installations and 44 U.S. embassies and consulates in 29 countries.
- VAOs' overall workshop satisfaction score of 4.6 out of 5 represents a slight increase over 2020 (4.5).
- Fifty-three percent of ADM were aware of FVAP. Among experienced ADM absentee voters, 72 percent reported being aware of FVAP, as compared to 43 percent of ADM first-time absentee voters.
- FVAP responded to over 36,141 inquiries directly from U.S. citizens by phone, email, and fax.

Enhance Measures of Effectiveness and Participation

- FVAP continued the enhancement of its Effective Voting Assistance Model (EVAM) to track effectiveness and identification of best practices for VAO responsibilities at installations across the Services.
- FVAP leveraged the Council of State Governments' (CSG's) efforts to implement a standard data reporting format for states to assess voter success transactionally and increase effective use of federally required data. The data collected from states and jurisdictions as part of this effort represents 33.76 percent of the UOCAVA voter population as of May 1, 2025.

FVAP will incorporate the lessons learned from 2024 and create opportunities as part of its ongoing efforts to increase awareness of DoD voting assistance resources and mission implementation in 2026.

Recommendations for the 2026 Election Cycle

Goal 1: Be a highly valued customer service program to UOCAVA voters, VAOs, overseas voters, and election officials.

- Continue engagement with State and Local election officials to ensure awareness of their responsibilities under federal law.
- Continue outreach briefings and training on Part 233 of Title 32, Code of Federal Regulations, for Federal agencies regarding U.S. citizen services in preparation for the 2024 election cycle to include U.S. Public Health Service Commissioned Corps, the National Oceanic and Atmospheric Administration Commissioned Corps, and members of the Merchant Marine.
- Educate states on how to enhance their UOCAVA voter interactions and success through implementation of recommendations based on the CSGs' Overseas Voting Initiative (OVI) recommendations. These include avenues of communications with military installations within a state and the exploration of digital signature use for absentee voting where allowed by state law.
- Leverage the CSGs' ongoing work to expand implementation of a national data standard in partnership with the U.S. Election Assistance Commission (EAC) to more effectively collect required election data while reducing the states' reporting burden.
- Utilizing training experiences from previous election cycles, FVAP will continue to augment in-person sessions with virtual meetings for UOCAVA voters in 2026, providing live platforms for voters to ask questions and receive absentee voting training and guidance.

Goal 2: Reduce obstacles to UOCAVA absentee voting success.

- Continue to review and update, as necessary, the FPCA and the FWAB to focus on core Federal and State eligibility requirements to ensure usability nationwide and maximize protections codified under UOCAVA.
- Provide an election materials mailing envelope, postage free in the U.S. Mail, for UOCAVA voters who have printed materials to send to their election office. The envelope, prepositioned at IVA Offices and U.S. embassies and consulates, is used by voters who printed forms from FVAP.gov or printed ballot packages for return to their election office.
- Maintain continued alignment across the DoD enterprise to support Military Service-level voting assistance programs.
- Expand use of virtual training opportunities to support VAOs and other stakeholders throughout the calendar year, especially near the general election.
- Utilize the EVAM at regular intervals during the election cycle to track VAO responsibilities across the Military Services, increase voting program effectiveness, and ensure awareness of impactful practices.

Goal 3: Increase UOCAVA voter awareness of available tools and resources.

- Continue to use paid, earned, shared, and owned media and social media outlets to focus on population segments who are not aware of their right to vote absentee and increase awareness of the available resources through FVAP.gov, especially first-time absentee voters.
- Continue expanded outreach efforts to military spouses and dependents in 2026 with Military Spouse Voters Week, relationships with spouse organizations, and targeted messaging specific to the needs of spouses.
- Create and effectively distribute innovative informational and training content that resonates with all UOCAVA voters.

Based on these goals for 2026, FVAP will continue its core mission work to reduce real or perceived barriers for UOCAVA voters to successfully vote absentee and increase absentee voting awareness.

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Message from the FVAP Director

I am pleased to submit the Federal Voting Assistance Program's (FVAP) 2024 Post-Election Report to Congress. This report fulfills Congressional requirements and provides an assessment of FVAP's impact and the effectiveness of its activities in supporting its legal mandate. FVAP leverages post-election survey data and other feedback mechanisms to evaluate its impact on voters, voting assistance providers, State and Local election administrators, and other key stakeholders. This report details FVAP's efforts to inform "Uniformed and Overseas Citizens Absentee Voting Act" (UOCAVA)-covered citizens of their right to vote and equip them with the tools and resources necessary to successfully exercise that right from anywhere in the world.



The Department of Defense recognizes the right to vote as a fundamental right protected by the U.S. Constitution. While each election cycle presents unique challenges, UOCAVA voters often face persistent issues. In collaboration with other Federal agencies, stakeholder organizations, and State and Local election officials, FVAP addresses these challenges through proactive planning and cooperative engagement throughout the election cycle. FVAP acts as an extension of state and local outreach efforts, specifically targeting military members, their families, and U.S. citizens residing overseas. We provide and adapt outreach and messaging to create a supportive environment for absentee voting assistance.

FVAP acknowledges that some eligible voters still face real or perceived barriers to absentee voting. We actively address these impediments by providing resources to organizations and individuals who can effectively reach and assist UOCAVA voters. While the absentee voting process is generally straightforward, factors such as time constraints, geographic distance, and mobility can present complications. FVAP remains committed to working collaboratively to ensure UOCAVA voters can successfully participate in elections now and in the future.

A handwritten signature in black ink that reads "J. Scott Wiedmann". The signature is written in a cursive, flowing style.

J. Scott Wiedmann, Director

Background

This fulfills the requirements in sections 52 U.S.C. §§ 20301(b) (6) and 20308(b) for a report after each Presidential election year and each odd numbered year concerning Federal elections held during the preceding calendar year.

The Law and its Requirements

The “Uniformed and Overseas Citizens Absentee Voting Act” (UOCAVA) (Chapter 203 of Title 52, U.S.C.) and 10 U.S.C. §§ 1566 and 1566a, provide authority to establish voting assistance programs for members of the Uniformed Services, members of the merchant marine, their eligible family members, and U.S. citizens residing abroad.

Executive Order 12642, “Designation of the Secretary of Defense as the Presidential Designee Under Title I of the Uniformed and Overseas Citizens Absentee Voting Act,” (June 8, 1988), identifies the Secretary of Defense as the Presidential designee for administering UOCAVA. Further, the Department of Defense Instruction (DoDI) 1000.04, “Federal Voting Assistance Program,” re-issued in November 2019, addresses the Secretary’s responsibilities under UOCAVA as Presidential designee, and further assigns the Under Secretary of Defense for Personnel and Readiness with the responsibility to ensure they are carried out. It also identifies responsibilities to be carried out by the Director of FVAP. Under these authorities and policies, FVAP provides voting information and assistance for voting in U.S. elections for Federal office to those persons eligible under UOCAVA.

52 U.S.C. § 20301(b)(6), requires a report to the President and Congress after each Presidential election year concerning the effectiveness of assistance under UOCAVA including:

- A statistical analysis of Uniformed Services voter participation.
- A separate statistical analysis of overseas nonmilitary participation.
- A description of State-Federal cooperation.

52 U.S.C. § 20308(b), requires a biennial report to the President and Congress concerning:

- The effectiveness of FVAP activities carried out under Section 20305 of UOCAVA.
- An assessment of voter registration and participation by absent Uniformed Services voters.
- An assessment of voter registration and participation by overseas citizens not members of the Uniformed Services.
- A description of cooperation between states and the Federal Government in carrying out the requirements of UOCAVA.
- A description of the utilization of voter assistance under 10 U.S.C. § 1566a, to include a description of the specific programs implemented by each military department of the Armed Forces and the number of absent Uniformed Services voters who utilized voter registration assistance provided under such section.
- A description of the utilization of the procedures for the collection and delivery of marked absentee ballots established pursuant to section 20304 of UOCAVA.

Observations from the 2024 General Election

The ADM Population

FVAP seeks to ensure that all UOCAVA voters who want to vote can do so. To achieve this goal, FVAP must measure and evaluate obstacles to participation faced by the UOCAVA ADM population. In this context, participation refers to the act of submitting a voted ballot.

FVAP collects the ADM⁵ data referenced in this section through the Post-Election Voting Survey of the Active Duty Military (PEVS-ADM). One of the main objectives of the PEVS-ADM is to gather the data needed to estimate the UOCAVA gap: the percentage of UOCAVA ADM who would have voted but did not due to UOCAVA-specific obstacles to voting.

⁵ Active duty military participation rates remain limited to the Military Services only as historically reported by FVAP. The Commissioned Corps of the National Oceanic and Atmospheric Administration and U.S. Public Health Service statistics are included in the EAVS Section B report as part of the Uniformed Services. However, due to the small numbers of absent individuals, there is a high risk of privacy concerns for these voters if they were singled out from the rest of the Uniformed Services. In addition to this, the sample size would be too small to produce any meaningful statistics, as the margin of error would be too high. Consequently, we do not provide separate statistics on the Commissioned Corps National Oceanic and Atmospheric Administration and U.S. Public Health Service respondents. FVAP will further refine its assessment of voter registration and participation rates of the uniformed services voters outside of the Department of Defense as well as the entire population covered by UOCAVA.

Registration and Participation Rates

Election observers make direct comparisons between ADM voter registration and participation rates and those of the non-UOCAVA Citizen Voting Age Population (CVAP). However, the ADM population differs from CVAP in a wide variety of ways including age, sex, education, and mobility. To make useful comparisons of these two populations, FVAP controls for these demographics to provide greater insight into how ADM registration and participation rates compare with the rates of the CVAP that most closely resembles the military population.

Figures 1 and 2 illustrate voter registration and participation rates for the following groups:

ADM: FVAP's ADM survey population includes active duty members of the Army, Marine Corps, Navy, Air Force,⁶ and Coast Guard. The percentages listed below for 2024, and in Figures 1 and 2 are for all ADM, not just those who voted by absentee ballot.

In 2024:

- Sixty-seven percent of ADM were registered to vote, compared to 70 percent in 2020.⁷
- Forty-two percent of ADM participated, compared to 47 percent in 2020.⁸

CVAP: The CVAP consists of employed native and naturalized U.S. citizens who are 18 years of age or older, which is the U.S. Census Bureau's standard baseline measurement used when comparing voting statistics. Reported proportions are a sample of CVAP with necessary demographic and geographic data to match them to a comparable sample of ADM.

Modeled CVAP: The modeled CVAP is the CVAP population adjusted to reflect greater demographic alignment with ADM to provide a more accurate portrayal of military voting participation rates in comparison to CVAP.

⁶ The Air Force voting program covers the Space Force.

⁷ 2024 PEVS-ADM, Q8, Q33; 2020 PEVS-ADM, Q8, Q32 This difference is not statistically significant.

⁸ This difference is statistically significant.

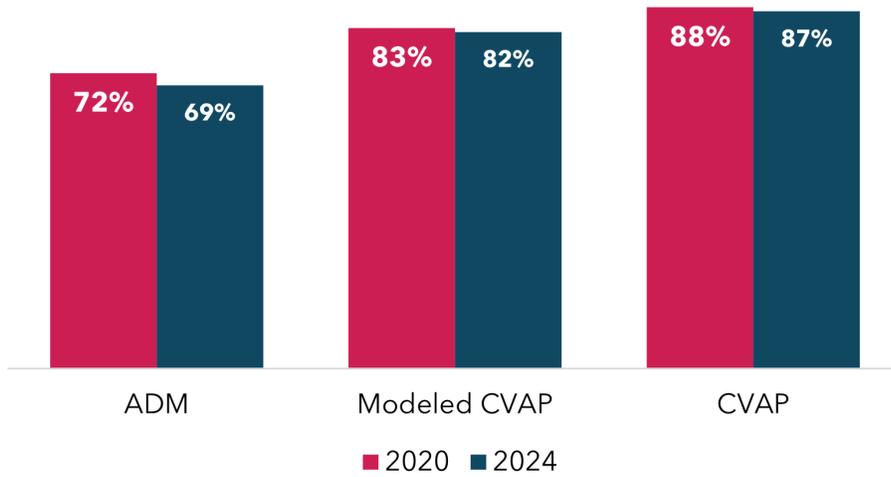


Figure 1. Comparison of 2020 and 2024 voter registration rates of ADM with those of CVAP and Modeled CVAP

Figure 1 compares the population groups based on overall registration rates between 2020 and 2024. While the ADM and CVAP registration rates showed increases of similar magnitude (three and one percentage points, respectively), the modeled CVAP registration rate, which reflects participation among CVAP who are demographically and geographically similar to ADM, was approximately 13 percentage points greater than that of ADM in 2024.⁹ This number is calculated by deducting the ADM participation rate of 69 percent from the Modeled CVAP participation rate of 82 percent. Both the CVAP and modeled CVAP registration rates were greater than that of ADM in 2020 and 2024.¹⁰

⁹ 2024 PEVS-ADM, Q5; 2020 PEVS-ADM, Q5
¹⁰ This is statistically significant (p<.001)

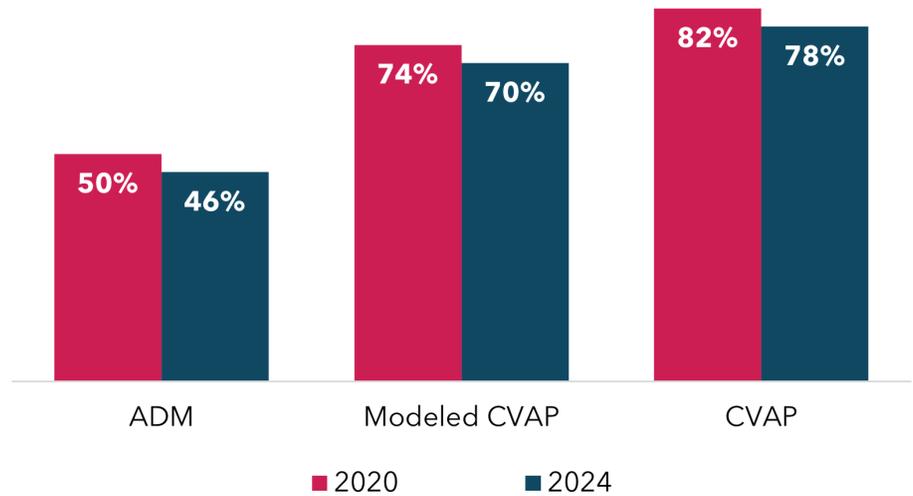


Figure 2. Comparison of 2020 and 2024 voter participation rates of ADM with those of CVAP and Modeled CVAP

Figure 2 compares the total ADM and CVAP voting participation rates in 2020 and 2024. The rates shown encompass all methods of voting (e.g., in-person on Election Day, early voting, and absentee). Since available data sources do not adequately isolate voting methods, total participation is the best measure of comparison to the CVAP.

The ADM participation rate declined by four percentage points between 2020 and 2024. During that same period, CVAP participation rates declined four percentage points, from 82 percent to 78 percent. The modeled CVAP participation rate remained greater than ADM at 70 percent. Both the CVAP and modeled CVAP participation rates were greater than that of ADM in both 2020 and 2024.^{11 12}

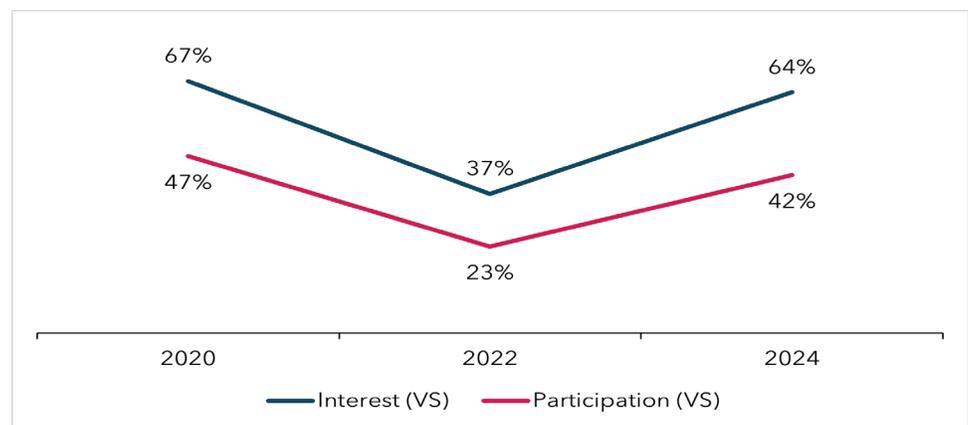


Figure 3. ADM interest compared to participation, 2020-2024.

¹¹ 2024 PEVS-ADM, Q32; 2020 PEVS-ADM, Q31

¹² Rates were statistically significantly ($p < .001$)

ADM Interest Compared to Participation

While Figures 1 and 2 compares two populations and adjusts for demographics, Figure 3 shows ADM interest compared to participation from 2020-2024. The data points are not adjusted for demographics as this solely reflects ADM survey responses. This demonstrates that participation fluctuates consistently with motivation over time based on the type of election.

In Figure 3, in 2024, ADM-reported interest in the election slightly decreased from 2022 (67 percent to 64 percent).¹³ Overall, participation in 2024 decreased from 2020 (47 percent to 42 percent).¹⁴ This chart illustrates the relative difference between interest and participation for each election cycle.

In further analyzing ADM interest in voting, it was found that in 2024, 61 percent of ADM who did not vote said it was because of lack of motivation, such as choosing the “I did not want to vote” survey response option. While voting interest represents an increase from 2020, these results remain roughly in line¹⁵ with the voting interest rates from the 2018 General Election.¹⁶

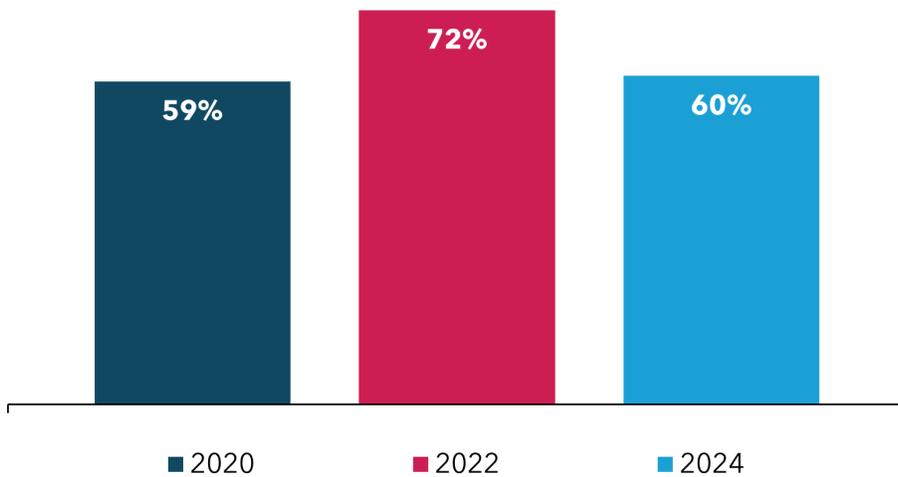


Figure 4. Proportion of ADM Non-Voters who indicated they did not want to vote

¹³ 2024 PEVS-ADM, Q34; 2020 PEVS-ADM, Q34; 2020 PEVS-ADM, Q33

¹⁴ 2022 PEVS-ADM, Q30, Q33

¹⁵ The results are similar, but statistically different.

¹⁶ 2022 PEVS-ADM, Q34; 2018 PEVS-ADM, Q34; 2018 PEVS-ADM, Q33

Overseas Citizen Voter Population

Due to challenges associated with quantifying and identifying the overseas citizen population, FVAP has not always provided data on the voting behavior of U.S. citizens residing abroad. Following the 2014 election, FVAP conducted the first Overseas Citizen Population Analysis (OCPA) to determine the viability of a new methodology and statistical modeling approach to capture information on the demographics of this population and to estimate voter registration and participation rates. The OCPA combines U.S. and Foreign Government data with State records of ballot requests and voting. It also includes the only representative survey of registered U.S. citizen voters living abroad who requested a ballot for a biennial general election.

The 2024 OCPA estimated 3.3 million U.S. citizens living overseas during the 2024 General Election. This represents an increase of slightly more than 400,000 U.S. citizens (a 15 percent increase) since 2010. These citizens are distributed across 186 countries, with the largest populations in Europe and the Western Hemisphere, including Canada. The greatest population growth since 2010 has been in Oceania, which had an estimated population increase of 46 percent from 2010 to 2024. The population in the Middle East and North Africa also increased substantially, with the 2024 population estimated to be about 36 percent larger than in 2010.

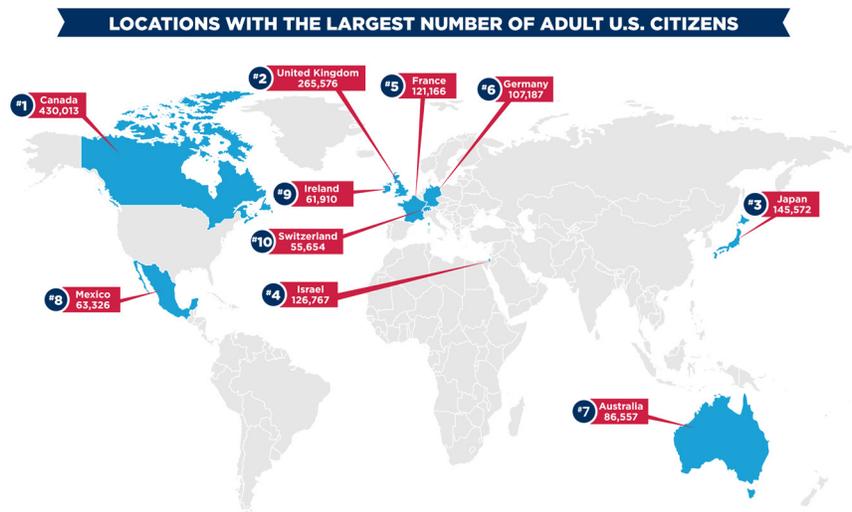


Figure 5. Top 10 locations with the largest number of U.S. citizens over 18 years old

For each country, the study estimates the total number of U.S. citizens, how many are of voting age, and their voting rates. Countries with the highest numbers of voting-age U.S. citizens are Canada, the United Kingdom, Japan, Israel, and France. Figure 5 shows the estimated overseas citizen population for the top 10 locations with a high UOCAVA voter population.

Almost one-third (32 percent) of the Overseas Citizen Population Survey (OCPS) respondents said it was the first time they participated in a U.S. election from the country in which they were living.¹⁷ While there is no typical overseas voter, the average respondent is 48 years old; over 60 percent are working;¹⁸ almost half have lived in their current country for 12 years or longer;¹⁹ and they are highly educated, with nearly half holding a graduate or professional degree and about a third holding a bachelor's degree.²⁰

REASONS FOR LIVING ABROAD

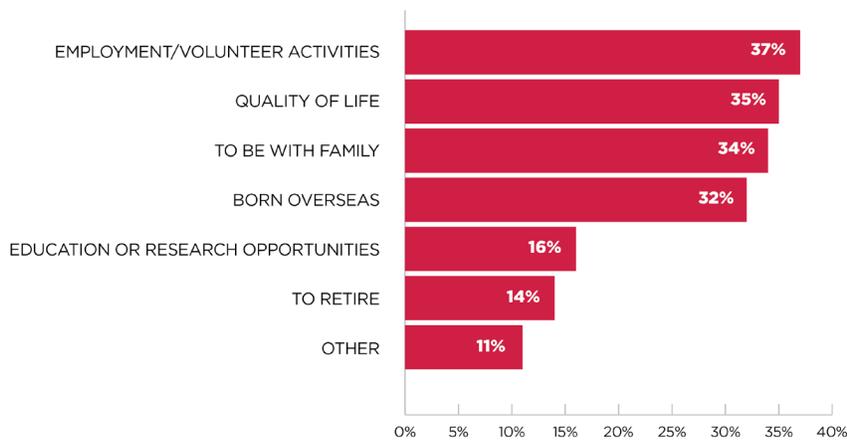


Figure 10. Reasons overseas citizens are living abroad from the 2024 OCPA

¹⁷ 2024 Post-Election Voting Survey-Overseas Citizen Population Survey, Q11A
¹⁸ 2024 PEVS-OCPS, Q50
¹⁹ 2024 PEVS-OCPS, Q44
²⁰ 2024 PEVS-OCPS, Q48

ALL AGES

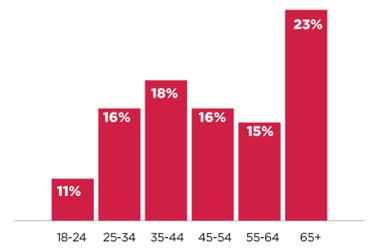


Figure 6. Ages of overseas voters from the 2024 OCPA

LIVED IN CURRENT COUNTRY

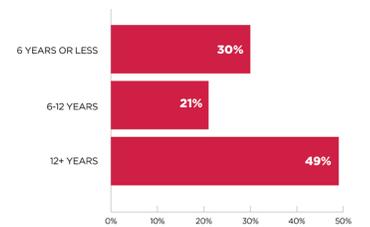


Figure 7. How long overseas voters lived in their country from the 2024 OCPA

WORKERS

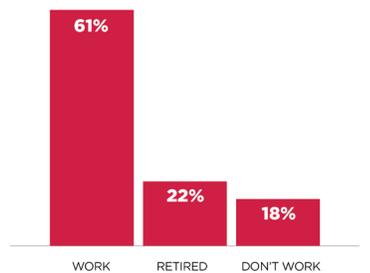


Figure 8. Employment status of overseas voters from the 2024 OCPA

EDUCATIONAL STATUS

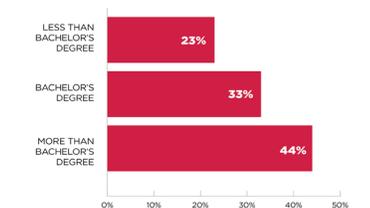


Figure 9. Educational status of overseas voters from the 2024 OCPA

The 2024 estimated ballot request rate for overseas citizens was 15.0 percent, a slight decrease from 2020, when an estimated 15.8 percent of overseas citizens requested an absentee ballot. FVAP’s survey further showed that more than nine in 10 overseas citizens who requested and received an absentee ballot cast their ballot in the 2024 election.²¹

Among overseas citizens who ultimately did not return their voted ballot, some did not want to vote while others had difficulty completing the process.²² Most of the respondents who did not vote reported that difficulties completing the process prevented them from returning their absentee ballot. This was especially true for the younger voters, and those for which 2024 was the first election in which they requested (or expected to receive) a ballot in their country of residence.²³ The most common difficulties reported by respondents were being unsure about what U.S. address to use in their absentee ballot, perceiving the voting process as too complicated, and having difficulty figuring out how to vote.²⁴ Figure 11 highlights these different reasons for not voting.

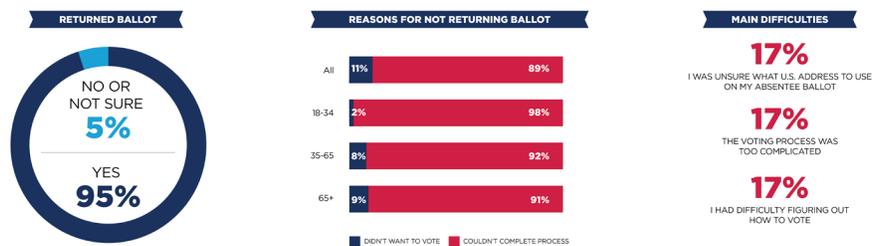


Figure 11. Reasons for not returning a ballot among overseas citizens by age range from the 2024 OCPA

In 2024, an estimated 247,295 ballots were received from overseas citizens by their election offices in the U.S., which accounted for an estimated 11 percent turnout, higher than the estimated 10.5 percent turnout for the 2020 Election. Figure 12 further breaks this down, showing the individual voting rates in countries with large UOCAVA populations. The estimated 11 percent of eligible overseas voters who returned a ballot during the 2022 General Election is significantly lower than the estimated 76.1 percent of domestic voters. The OCPA indicates that a part of this voting gap is an effect of the real and perceived

²¹ 2024 PEVS-OCPS, Q13

²² 2024 PEVS-OCPS, Q15

²³ 2024 PEVS-OCPS, Q11A

²⁴ 2024 PEVS-OCPS, Q16

obstacles experienced by many overseas voters. This voting gap is broken down into an obstacle gap and a residual overseas gap.

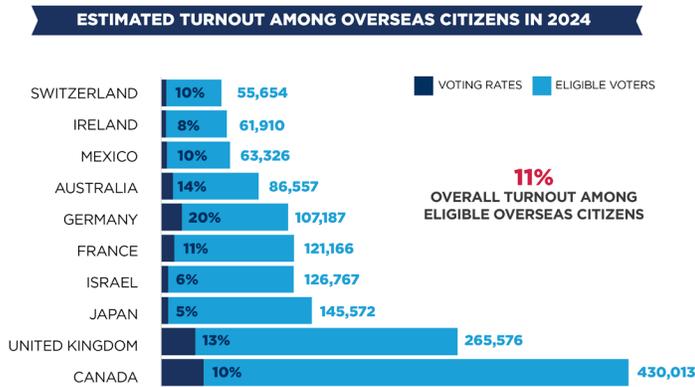


Figure 12. Estimated voting rates of overseas citizens in locations with large UOCAVA populations from the 2024 OCPA

The obstacle gap includes those overseas U.S. citizens who wanted to vote or tried to vote in 2024 but were unsuccessful due to factors that have the potential to be resolved in future elections through voter education, State legislation changes, or communication with their local election office. An example of an obstacle experienced by a voter is a mailing delay due to a slow or unreliable foreign postal service. Voter awareness and use of federally required electronic transmission options for the blank ballot (email, fax, or website) can reduce obstacles to voting. In countries with the highest obstacles, voters who received their ballot electronically (rather than by mail) were more than 43 percent more likely to vote successfully.

The residual overseas gap consists of voters who did not vote due to factors that cannot be resolved through voter education, legislative changes, or communication with their local election office. U.S. citizens who do not vote due to a lack of interest in voting fall within this gap. FVAP’s focus is raising awareness of available resources. Thus, FVAP will continue to evaluate ways to expand educational and outreach initiatives to address how voters can take action early, leverage state-provided return methods, and successfully vote absentee.

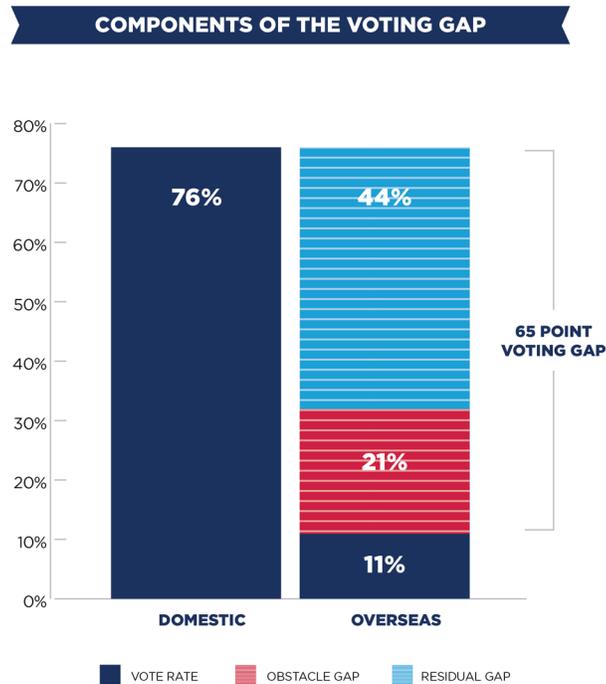


Figure 13. Components of the Voting Gap from the 2024 OCPA

Overseas Citizen Organizations

While FVAP works diligently to provide all UOCAVA voters the assistance they require to successfully vote absentee, we are grateful for the Military Services, executive branch agencies, and volunteer groups of U.S. citizens overseas who provide localized assistance to voters. Some non-governmental organizations provide tools on their websites similar to the form completion tools on FVAP.gov. While FVAP’s tools require voters to print completed forms for wet signature before sending to the election office, some organization’s websites allow for signatures to be applied without printing the form. Occasionally states will notify FVAP if forms they receive from voters have a non-verifiable signature or appear to originate from a source other than directly from the voter. In these cases, FVAP staff arranges a meeting between the state and organization to ensure voter’s submissions are acceptable in accordance with state laws and regulations.

Military Voting Assistance Programs

Each Military Service Voting Action Officer (SVAO) serves as the voting program manager, working directly with FVAP to provide Installation Voting Assistance Officers (IVAOs), IVA Offices, and

Unit Voting Assistance Officers (UVAOs) with Service-specific support to develop programs and policies for their respective voting assistance programs. The Military Services are responsible for program execution and compliance and are required to submit annual reports outlining the effectiveness of their programs.

Below is the basic outline the Military Services follow with minor differences between Services in method and structure for voting assistance personnel at the installation and unit levels.

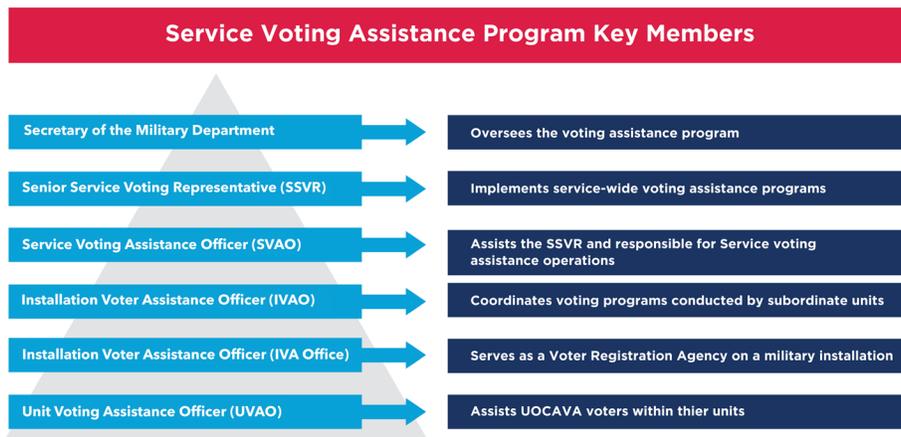


Figure 14. Service voting assistance program key members

Voting Assistance Officers

VAOs are designated individuals who provide nonpartisan voting information and assistance to military voters, their spouses, and eligible dependents on installations or in units. DoDI 1000.04 requires that a VAO is assigned to each unit. The Military Services establish ratios of personnel to VAOs and designate additional VAOs based on operational conditions or program effectiveness.

FVAP’s Post-Election Voting Survey of Voting Assistance Officers (PEVS-VAO) data shows that in 2024, 67 percent of VAOs were assigned to their position, while 33 percent volunteered. These numbers were consistent with results from 2020.²⁵ In the 2024 PEVS-VAO, 43 percent were enlisted members, and 48 percent of VAOs were officers, consistent with level from 2020. Figure 15 illustrates a breakdown of VAOs in 2024 by paygrade.²⁶

²⁵ 2024 PEVS-VAO, Q5; 2020 PEVS-VAO, Q5

²⁶ 2024 PEVS-VAO, Q47

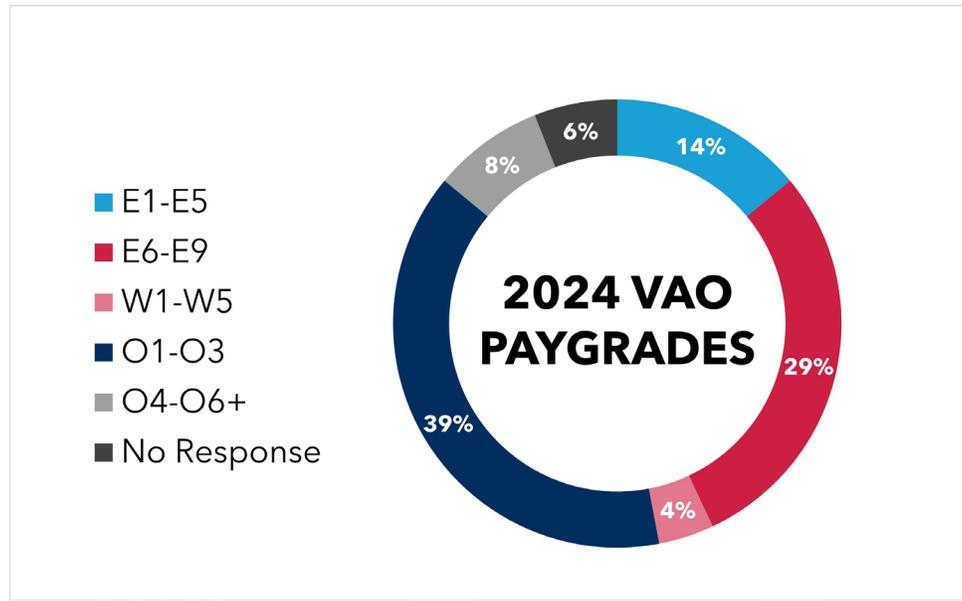


Figure 15. 2024 paygrades of VAOs

To support UVAOs and IVAOs in providing the best possible assistance, FVAP provides in-person and online training; a VAO-dedicated section at FVAP.gov; and voting assistance materials such as posters, banners, forms, outreach materials, and the Voting Assistance Guide (the Guide). PEVS-VAO data shows that VAOs found FVAP's materials were useful and shared with military members, and their spouses.

Installation Voting Offices

10 U.S.C. § 1566a, directs the Secretaries of the Military Departments and the Commandant of the U.S. Coast Guard, in accordance with regulations prescribed by the Secretary of Defense, to designate offices on military installations as IVA Offices under the National Voter Registration Act of 1993 (Chapter 205 of Title 52, U.S.C.). Section 1556a requires that IVA Offices provide information and direct assistance on voter registration and absentee ballot procedures to members of the Uniformed Services and their family members when a Service member:

- Undergoes a permanent change of duty station.
- Deploys or returns from deployment.
- Requests such assistance.

DoDI 1000.04 establishes specific IVA Office requirements in greater detail. IVA Offices may leverage UVAOs to meet staffing requirements or directly assist with meeting processing

milestones. However, it is the responsibility of the individual in charge of the IVA Office to require that UVAOs are in full compliance with applicable voter assistance responsibilities. According to the PEVS-VAO responses, 87 percent IVAOs or IVA Office staff reported they provided a briefing at in-processing and 71 percent of IVAOs or IVA Office staff reported they provided information at out-processing of Service members. The Marine Corps was the most likely to provide a briefing at in-processing and out-processing at 93 percent and 77 percent respectively, compared to 85 percent at in-processing and 51 percent at out-processing for Navy, 71 percent at in-processing and 54 percent at out-processing for Air Force, and 52 percent at in-processing and 27 percent at out-processing for Army. These results are derived from responses from individual VAOs and may not reflect the extent to which Services are meeting briefing requirements or that required briefings are conducted at the installation level.

Higher ballot return rates are significantly related to ADM seeking any assistance from a DoD resource. The Air Force was most likely to brief voting-related issues during change-of-address events at 46 percent, compared to 39 percent for Navy, 38 percent for Army, and 39 percent for Marine Corps.²⁷

The Active Duty Military Absentee Voter

FVAP examined the use of DoD voting resources among ADM who reported voting absentee to better understand these specific voters who are eligible under UOCAVA and represent FVAP’s key customer base. As shown in Figure 16, 25 percent of ADM voted absentee in 2024 compared to 35 percent in 2020. The apparent decrease in the absentee voting rate may be attributable to ADM who used local absentee balloting as an alternative to in-person voting for the 2020 election.

Absentee Ballot Request, Receipt, and Return Rates

Table 1 below provides the absentee ballot request, receipt, and return rates in 2020-2024. In total, 25.24 percent of ADM indicated that they requested an absentee ballot in 2024. Additionally, 6.23 percent said they did not request a ballot but automatically received a ballot, and 12.4 percent indicated they had expected to get a ballot but did not receive it.

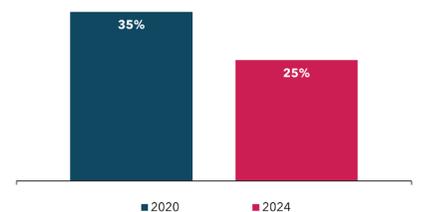


Figure 16. ADM absentee voting rates for 2020 and 2024

²⁷ 2022 PEVS-VAO, Q26

Of the 25.24 percent of ADM that requested a ballot, 86.35 percent indicated that they received one. Among ADM who received an absentee ballot, either because they requested one or because one was automatically sent to them by their election office, 76.92 percent indicated they returned their ballot.

	2020	2022	2024
Requested an Absentee Ballot ²⁸	33.70%	13.39%	25.24%
Received an Absentee Ballot	86.64%	80.44%	86.35%
Returned an Absentee Ballot	81.04%	59.77%	76.92%

Table 1. Rates for ADM absentee ballots requested, received, and returned for 2020-2024

While Table 1 above provides the key absentee ballot request, receipt, and return rates for 2020-2024, Table 2 provides a more detailed breakdown of the subgroups included within these rates.

Of note, ballot return rates remain high among those who requested a ballot and received it across each election cycle. This is true for the elections in 2020, 2022, and 2024. There was a decrease between 2020 and 2024 in the percentage of ballots returned by those who requested a ballot.

Those who automatically received a ballot tend to return them at much lower rates. In contrast to those who requested a ballot, there was a decrease between 2020 and 2024 in the percentage of ballots returned by those who automatically received a ballot. This decline was statistically significant.

While Table 1 above provides the key absentee ballot request, receipt, and return rates for 2020-2024, Table 2 provides a more detailed breakdown of the subgroups included within these rates.

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Those who automatically received a ballot tend to return them at much lower rates. In contrast to those who requested a ballot, there was a decrease between 2020 and 2024 in the percentage

²⁸ The ballot request, receipt, and return rates that were reported for 2020 in the 2020 Report to Congress were based on the voting language sample. The 2020 request, receipt, and return rates presented in this document are based off the non-voting language sample, consistent with how other metrics have been calculated throughout this report. This is the cause of any differences between numbers reported in the 2020 Report to Congress and this report.

of ballots returned by those who automatically received a ballot. This decline was statistically significant.

	2020	2022	2024
Ballot Request²⁹			
Requested a ballot	33.70%	13.39%	25.24%
Expected to get a ballot	10.79%	13.84%	12.49%
Automatically received a ballot	6.78%	9.23%	6.23%
Ballot Receipt³⁰			
Overall (all ADM)	35.72%	19.00%	27.63%
Requested a ballot	86.64%	80.44%	86.35%
Ballot Return³¹			
Overall (received a ballot, any reason)	81.04%	59.77%	76.92%
Requested a ballot (and received it)	91.21%	90.33%	88.95%
Automatically received a ballot	46.02%	28.39%	37.95%

Ballot request, receipt, and return rate trends for ADM 2020-2024

To evaluate the effectiveness of DoD voting assistance resources, FVAP examined the relationship between those ADM who needed assistance and reported seeking information or assistance from a DoD resource (FVAP, UVAOs, IVAOs, or IVA Offices) and those ADM who needed assistance but did not report seeking information or assistance from a DoD resource. FVAP compared ADM assistance effectiveness by the overall population, individual age groups, and Military Services.

- Forty-four percent of ADM (regardless of their age or Military Service) who needed assistance returned their ballot if they reported seeking information or assistance from a DoD resource.
- Fourteen percent of ADM who needed assistance but did not seek it from a DoD resource returned their ballot.
- The percentage of ADM in 2024 who sought assistance from FVAP, UVAOs, or IVAOs decreased from 2020 levels.
- The percentage of ADM who needed, but did not seek, assistance from at least one DoD resource in 2024 decreased by roughly seven percentage points from 2020.³²

²⁹ 2020 PEVS-ADM, Q13: Did you request an absentee ballot for the November 6, 2020 election? [All ADM]"; 2022/2024 PEVS-ADM, Q13: "Did you request an absentee ballot for the November 3, 2024 election? [All ADM]"

³⁰ 2020 PEVS-ADM, Q20: "Did you receive an absentee ballot for the November 6, 2020 election? [All ADM]"; 2022/2024 PEVS-ADM, Q20: "Did you receive an absentee ballot for the November 3, 2024 election? [All ADM]"

³¹ 2020 PEVS-ADM, Q23: "Did you return your absentee ballot for the November 6, 2020 election? [All ADM eligible respondents who answered Q13='No, but I automatically received an absentee ballot from a local election official' OR Q20='Yes']"; 2022/2024 PEVS-ADM, Q24: "Did you return your absentee ballot for the November 3, 2024 election? [Ask if Q13= 'No, but I automatically received an absentee ballot from a local election official' OR Q20='Yes']"

³² 2020 PEVS-ADM, Q23: "Did you return your absentee ballot for the November 6, 2020 election? [All ADM eligible respondents who answered Q13='No, but I automatically received an absentee ballot from a local election official' OR Q20='Yes']"; 2022/2024 PEVS-ADM, Q24: "Did you return your absentee ballot for the November 3, 2024 election? [Ask if Q13= 'No, but I automatically received an absentee ballot from a local election official' OR Q20='Yes']"

ADM who needed assistance were approximately three times as likely to report returning their absentee ballot if they sought assistance from a DoD resource. As depicted in Table 3,³³ of those ADM who needed assistance and reported seeking assistance from FVAP in 2024, 44 percent returned their ballot. Of those ADM who needed assistance and reported seeking assistance from UVAOs or IVA Offices in 2022, approximately 40 percent returned their ballot. Fourteen percent of ADM needing, but not seeking assistance from a DoD resource reported returning their absentee ballot.³⁴

	2020	2022	2024
Need, but Did Not Seek, Assistance from DoD Resource	21.60%	8.07%	14.27%
Sought Assistance from DoD Resource (FVAP/UVAOs/IVA Offices)	52.74%	36.96%	44.30%
Sought Assistance from FVAP	54.43%	38.00%	47.49%
Sought Assistance from UVAOs or IVAOs	57.76%	30.75%	39.54%

Table 3. Percentage of ADM who report returning absentee ballot by type of assistance required

Since the ADM population is much younger than the civilian voting-age population, FVAP examined whether different ADM age segments may be more in need of voting assistance. As depicted in Table 4 below, of all ADM who returned an absentee ballot, 72.86 percent sought assistance from a DoD resource. When comparing those who returned a ballot by age group, ADM 25 years or older had a higher absentee ballot return rate when seeking assistance from a DoD resource than those aged 18 to 24. However, when determining the statistical significance of age on seeking assistance from a DoD resource, ADM over 25 years of age who returned a ballot in 2024, were not statistically significantly less likely to seek assistance from a DoD resource.³⁵

	Sought Assistance from DoD Resource and Returned Ballot	Did Not Seek Assistance from DoD Resource and Returned Ballot
Total ADM	72.86%	58.08%
18 to 24 years old	78.22%	55.20%
25 years old or more	71.73%	59.78%

Table 4. Percentage of ADM who returned an absentee ballot, comparing those who sought assistance from a DoD resource and those who did not seek assistance from a DoD resource by age group

In 2024, ADM across all the Military Services had a higher rate of absentee ballot return when seeking assistance from a DoD resource, compared to ADM who did not seek assistance, though

³³ The percentages for 2020 differ from the percentages reported in a similar table in the 2020 Report to Congress. The values in this table are accurate using the most up to date data from 2020 and 2022.

³⁴ 2022 PEVS-ADM, Q24, Q43, Q44, Q45; 2018 PEVS-ADM Q23, Q44, Q45, Q46; 2018 PEVS-ADM Q22, Q47, Q48, Q49

³⁵ 2024 PEVS-ADM, Q24, Q43, Q44, Q45. Those who did not indicate a need for assistance were excluded from the analysis.

2024	Sought Assistance and Returned Ballot	Did Not Seek Assistance and Returned Ballot
Army	72.90%	55.84%
Marine Corps	61.66%	61.52%
Navy	79.08%	58.18%
Air Force	78.51%	54.27%

2020	Sought Assistance and Returned Ballot	Did Not Seek Assistance and Returned Ballot
Army	77.65%	61.24%
Marine Corps	70.27%	49.92%
Navy	73.44%	63.21%
Air Force	75.73%	57.37%

Table 5. Percentage of ADM who returned an absentee ballot, comparing those who sought assistance from a DoD resource and those who did not seek assistance from a DoD resource by Service in 2020 and 2024

the difference was small for the Marine Corps. As shown in Table 5, the Navy and Air Force had higher absentee ballot return rates when seeking assistance, while the Marine Corps had the lowest.³⁶

As each branch will continue to exercise operational flexibility for its voting assistance program in 2026, the 2024 findings were used to capture the current utilization rates for all voting assistance resources across the Military Services.

Table 6 shows the differences in resource utilization across the Military Services in 2024. FVAP was the most utilized resource across the branches; 9.99 percent of ADM who were in the Navy reported they sought assistance from FVAP, compared to 14.14 percent in the Army, 14.64 percent in the Air Force, and 12.94 percent in the Marine Corps. These findings align with FVAP’s role of supporting and augmenting VAO responsibilities as the preeminent resource for voting assistance.

	FVAP	UVAO	IVA Office
Army	14.14%	5.51%	4.71%
Marine Corps	12.94%	9.79%	6.94%
Navy	9.99%	4.68%	3.26%
Air Force	14.64%	5.27%	4.25%

Table 6. Percentage of ADM who sought assistance from DoD resources by Service

³⁶ 2022 PEVS-ADM, Q24, Q43, Q44, Q45

Spouses of ADM

During the 2024 election cycle FVAP worked with DoD's Office of People Analytics (OPA) to survey spouses and dependents of ADM. This partnership allowed FVAP to place in a few key questions in OPA's 2024 Active Duty Spouses Survey (ADSS)³⁷ and Census Military Panel.³⁸ The following data are pulled from these two surveys and refer to either 2024 data or 2022 data due to the varying fielding schedules.

Leading up to the 2024 election, 61 percent of spouses who responded to the Census Military Panel,³⁹ said they intended to vote, with 18 percent reporting they did not plan to vote. Sixty-eight percent of the spouses responding said they were aware of their right to vote compared to 84 percent of Service members. Of those that planned on voting in 2024, spouses identified the most useful assistance FVAP could provide is help with registering, knowing how or when to vote, and help voting absentee.⁴⁰

After the 2024 election, OPA followed up with participating spouses and found that 48 percent of respondents definitely voted in 2024 compared to 32 percent of Service members who participated in the census. Forty-seven percent of spouses indicated they definitely did not vote.⁴¹ FVAP is looking into new ways to survey spouses and dependents and grow the relationship between OPA and FVAP. Additionally, FVAP will be available to better identify trends once more data points are available.

In 2022, sixty-six percent of ADSS respondents indicated they were registered to vote,⁴² and 27 percent reported they requested a ballot or automatically received a ballot from their election office. Additionally, 61 percent reported not needing an absentee ballot.⁴³ Among respondents who requested or received a ballot, 89 percent reported receiving their 2022

³⁷ The 2024 ADSS Report was conducted between January 8, 2024 and May 8, 2024 and is conducted every three years. The ADSS surveys spouses of active duty members in the Army, Navy, Marine Corps, Air Force, and Space Force, excluding National Guard and Reserve members, who were below flag rank. An active duty member married to another active duty member would be eligible for the survey.

³⁸ OPA's Census Military Panel began as a pilot project in 2022 and, beginning in 2024, is in a proof-concept phase. It surveys spouses of junior enlisted Service members only (E1-E4).

³⁹ The Census Military Panel also included ADM. Any mentions of ADM in relation to the panel refers solely to the ADM who were surveyed as part of OPAs panel. Data regarding ADM in this section may differ from other sections

⁴⁰ Census Military Panel, data collected between April and May 2024

⁴¹ Census Military Panel, data collected during January 2025 and February 2025

⁴² 2024 ADSS, Q79

⁴³ 2024 ADSS, Q80

ballot.⁴⁴ Eighty percent of respondents who received a ballot, indicated they returned their ballot for 2022 General Election.⁴⁵

This voting population has not always been included in FVAP’s research portfolio, due to available survey vehicles and lack of the necessary contact information to reach them.

FVAP made inroads in conducting targeted outreach for military spouses during the 2024 election cycle featuring the first-ever Military Spouse Voters Week during the first week of August. Specifically highlighting military spouses and modeled after other voting emphasis weeks, FVAP partnered with the Military Services in an effort to inform spouses and dependents about their right to vote and the steps to follow if they choose to vote. The goal is to make spouses and dependents aware of the FPCA and submitting it in a timely manner. Other outreach events included collaboration with Military One Source to produce a podcast episode focusing on FVAP spouse support and resources. FVAP plans on conducting the Military Spouse Voters Week again in 2026 and exploring further outreach avenues for spouses and dependents.

Awareness of DoD Resources

One of FVAP’s key metrics for program effectiveness is the overall awareness of such resources. In 2024, awareness of FVAP among all ADM was 53 percent, as seen in Figure 17. However, among first-time absentee voters, FVAP awareness remains lower than among all ADM absentee voters. Still, those who sought assistance from a DoD resource in 2024 were significantly more likely to return a ballot than those not seeking assistance.

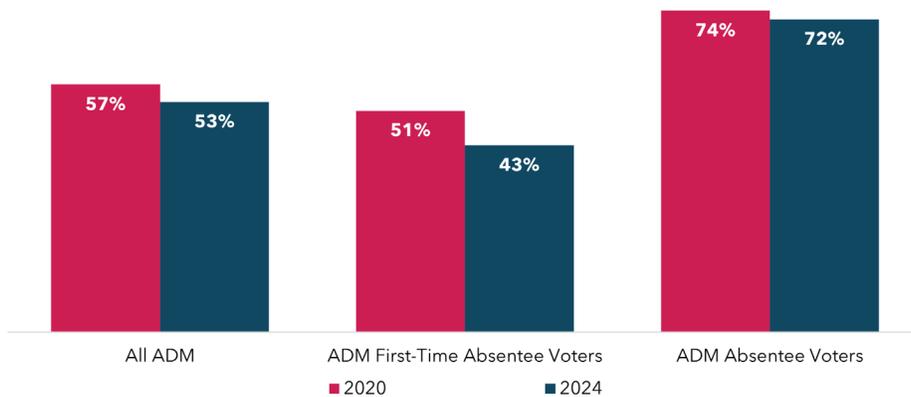


Figure 17. Percentage of ADM who were aware of FVAP in 2020 and 2024, comparing all ADM, ADM first-time voters, and ADM absentee voters

⁴⁴ 2024 ADSS, Q81

⁴⁵ 2024 ADSS, Q82

The awareness of the different DoD resources (FVAP, UVAOs, and IVA Offices) in 2024 is shown in Figure 18. Fifty-three percent of all ADM were aware of FVAP, compared to 43 percent of ADM first-time absentee voters and 72 percent of experienced ADM absentee voters. Among all ADM, awareness of FVAP decreased by four percentage points from 57 percent to 53 percent in 2024. ADM first-time absentee voter awareness of FVAP decreased from 51 percent to 43 percent, and ADM absentee voter awareness of FVAP decreased from 74 percent to 72 percent. Figures 17 and 18 shows that more needs to be done, especially when it comes to first-time absentee voters. This represents the ongoing need for FVAP to refine its communication initiatives to reach first-time absentee voters. To address this issue, FVAP continues to include increasing awareness for first-time ADM absentee voters among its recommendations for the 2024 election cycle.

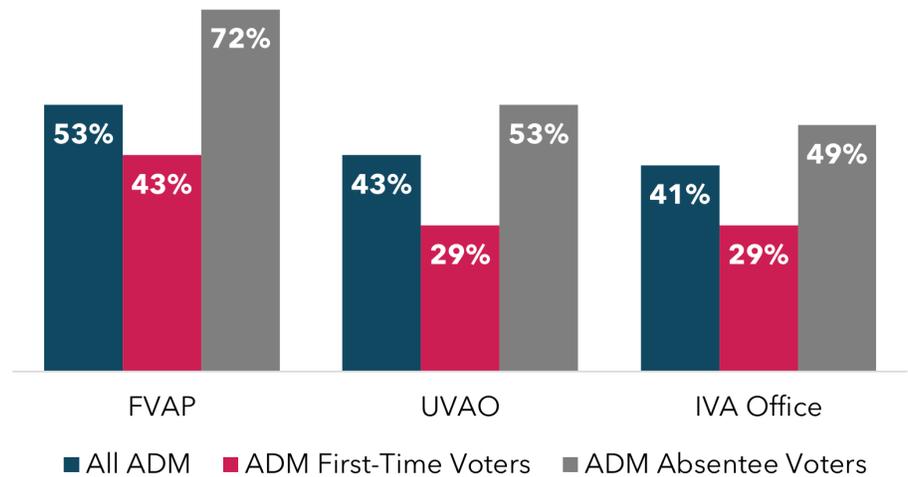


Figure 18. ADM awareness of DoD voting assistance resources

When we examine the level of awareness of DoD resources by Service, members of the Air Force had the highest levels of awareness for FVAP, UVAOs, and the IVA Office, with 58 percent aware of FVAP, 46 percent aware of UVAOs, and 49 percent aware of IVA Offices.⁴⁶ High awareness of Air Force IVA Offices is likely due to the previous movement of IVA Offices to Airmen and Family Readiness Centers, which are well-established and well-known locations on Air Force installations.

⁴⁶ 2024 PEVS-ADM, Q44

	FVAP	UVAO	IVA Office	Awareness of No Resource
Army	53.8%	43.7%	43.4%	40.8%
Marine Corps	48.5%	48.4%	41.5%	41.4%
Navy	47.4%	33.6%	30.7%	47.2%
Air Force	58.1%	46.0%	49.4%	35.3%

Table 7. ADM awareness of DoD voting resources by Service

In 2024, the types of assistance from UVAOs fell into three clear tiers regarding the percentage of ADM who sought it. Seeking assistance with finding information on voting deadlines and obtaining voting forms was the top tier, with more than 45 percent of ADM reporting seeking this assistance from UVAOs. The second tier included determining legal residency, seeking assistance with websites, and determining eligibility, with between 35 percent and 40 percent of ADM seeking assistance with these tasks. The third tier included other reasons for seeking assistance from a UVAO, assistance obtaining contact information, assistance on electronic transmission, and assistance on watching a voter training video, with fewer than 31 percent of ADM reporting these activities.

The most common types of assistance sought by ADM from IVA offices included obtaining voting forms, determining legal residency completing voter forms, obtaining voting deadlines, determining eligibility to vote, seeking assistance with websites and other reasons.⁴⁷

Usefulness of DoD Resources for VAOs

FVAP asked VAOs whether they heard or saw any FVAP advertising outreach materials such as radio, print, or online ads. In 2024, 51 percent of all VAOs indicated they were aware of these materials, a significant decrease of ten percentage points from 2020 (61 percent). Additionally, 63 percent of IVAOs and IVA Office staff were aware of these materials in 2024 compared to 50 percent of UVAOs.⁴⁸ Among VAOs who obtained FVAP's marketing materials, the majority had a positive view of them and shared them with others. Figure 19 presents the percentage of VAOs in 2024 who deemed the types of outreach materials useful and shared them with ADM.

⁴⁷ "Other reasons" is a catch-all category for other answers not provided in the survey instrument.

⁴⁸ 2024 PEVS-VAO, Q41; 2020 PEVS-VAO, Q41

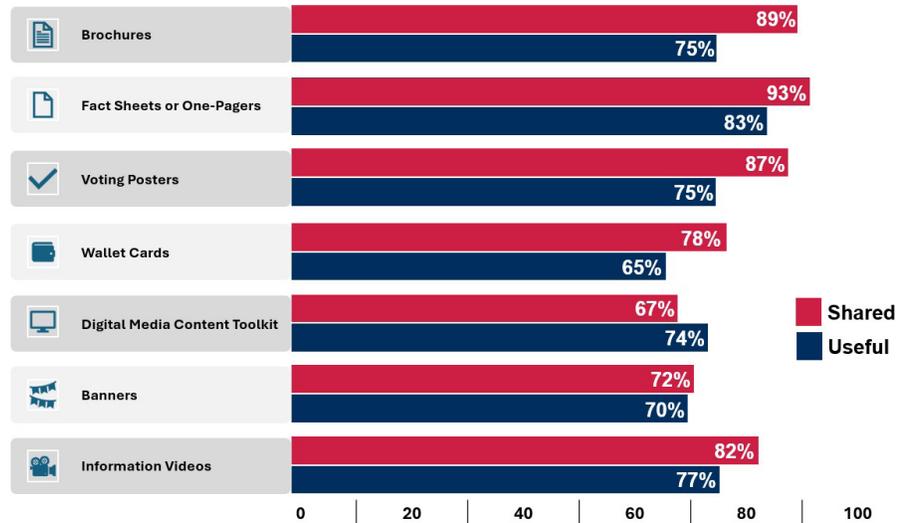


Figure 19. The percentage of VAOs who said that FVAP materials were useful and the percentage of VAOs who shared them with others

Establishing the Effective Voting Assistance Model by Military Service

In order for FVAP and the Military Services to fulfill their requirement of evaluating each installation’s voting assistance program, FVAP built upon its existing EVAM Index in collaboration with the Military Services. The EVAM Index is composed of both required and best practice voting assistance variables. Previously, the EVAM only allowed for biennial analyses at the Military Service level and was calculated using the results from the PEVS-VAO. The previous design did not include the information that the Military Services needed to act on and improve their voting assistance programs. The EVAM Index is designed to provide a score at the end of every quarter at the installation level using FVAP portal data, which includes quarterly metrics data reported by VAOs worldwide.

The EVAM Index is comprised of 14 variables, and they are divided into those that are required by DoDI 1000.04 and those that are encouraged but not required, such as best practices. Requirement variations based on quarter, year, VAO type, and individual Military Service guidance, are captured within the EVAM Index calculations for each quarter. SVAOs are now able to download their Military Service’s metrics which are included within the EVAM Index spreadsheet, as soon as the quarter ends.

The EVAM variables that are required by DoDI 1000.04 include:

1. The installation having at least one active IVAO account in FVAP's portal.
2. The number of FPCAs distributed being equal to, or greater than, the total number of ADM at the installation.
3. The number of active VAOs being equal to, or greater than, the total number of expected VAOs at the installation.
4. VAOs submitting quarterly metrics.
5. VAOs providing assistance to Service members during in-/out-processing.
6. VAOs conducting outreach.
7. VAOs communicating with other VAOs (UVAOs, IVAOs, and IVA Office staff).

Best practice EVAM variables that are encouraged, but not required, by DoDI 1000.04 include:

1. VAOs taking the VAO training at least once every 12 months.
2. VAOs having at least 12 months experience as a VAO.
3. VAOs delivering a briefing on voting assistance during in-/out-processing.
4. VAOs using the Voting Assistance Guide.
5. VAOs distributing outreach materials.
6. VAOs having a complete continuity folder.
7. The number of people assisted being equal or greater than the total number of ADM at the installation.

These improvements to the EVAM Index will enable FVAP and the Military Services to identify which installations meet these variables quarterly. For those that did not, the Military Services will be able to pinpoint which variables can be improved and assist in making the necessary adjustments. The redesigned EVAM Index was partially implemented in 2024 and is planned to produce a full set of data during the 2026 election cycle. While EVAM indices can identify some trends of voting assistance and evaluate certain variables, it cannot be assumed that an increase in actions would result in increased participation. The EVAM Index is strictly a tool to assist the Military Services with measuring overall performance and program effectiveness to achieve maximum awareness.

Military Service-Reported Metrics

The Military Services and their VAOs are required to report on the voting assistance they provide to ADM, their eligible family members, and other eligible U.S. citizens residing overseas throughout the year. To do so, metrics are collected every time

a military member goes to an IVA Office or UVAO for help or additional information. These metrics provide a comprehensive overview and enable DoD to better assess the voting assistance provided across the Military Services. These metrics include:

1. The total number of FPCAs distributed per Service per year in both hard copy and electronic form.
2. The number of people who received voting assistance per Service.
3. The number of people who received voting assistance at IVA offices, including ADM, ADM spouses and eligible family members, and other eligible U.S. citizens, including DoD civilian employees.

The metrics reported by each Military Service for 2024 are in Figures 20-23. The columns in each figure show how many FPCAs were distributed and how many people received voting assistance. The reference line shows the total number of ADM for the Military Service during 2024.

VAOs are required to distribute FPCAs to every ADM during every first and every third quarter within even-numbered years, and every first quarter during odd-numbered years. Figures 20-23, show that Air Force met this FPCA requirement during the first and third quarter of 2022, as the “FPCAs distributed” columns for the first and third quarters fall below the reference line. Marine Corps met this goal for the first quarter. However, when totaling the number of FPCAs distributed per Military Service for the entire year, the total number of FPCAs distributed surpasses the total number of ADM for each Military Service.

In 2024, the Army reported distributing 833,109 FPCAs and assisting 88,165 people, the Air Force reported distributing 1,060,234 FPCAs and assisting 1,413,023 people, the Marine Corps reported distributing 935,762 FPCAs and assisting 829,414 people, and the Navy reported distributing 394,946 FPCAs and assisting 563,956 people. These numbers do not include forms distributed by SVAOs. The Military Services also encourage voters to go to [FVAP.gov](https://www.fvap.gov) instead of handing out paper forms.

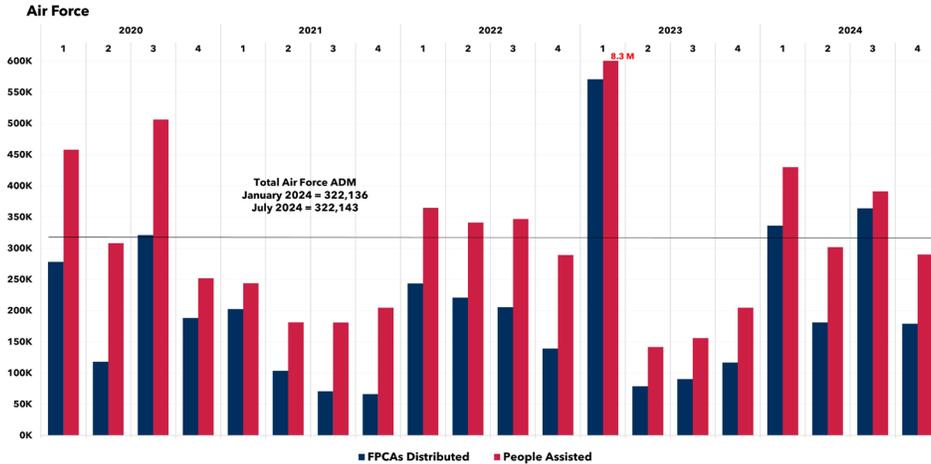


Figure 20. Air Force metrics for FPCAs distributed and people assisted since 2020

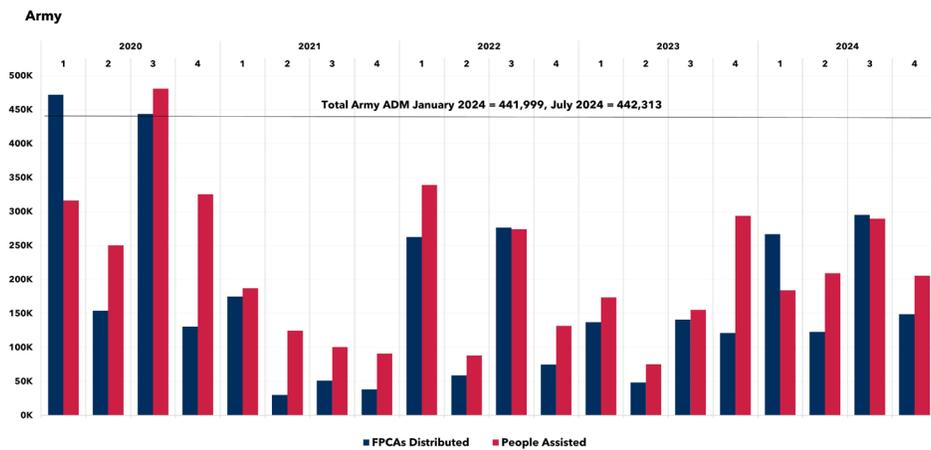


Figure 21. Army metrics for FPCAs distributed and people assisted since 2020

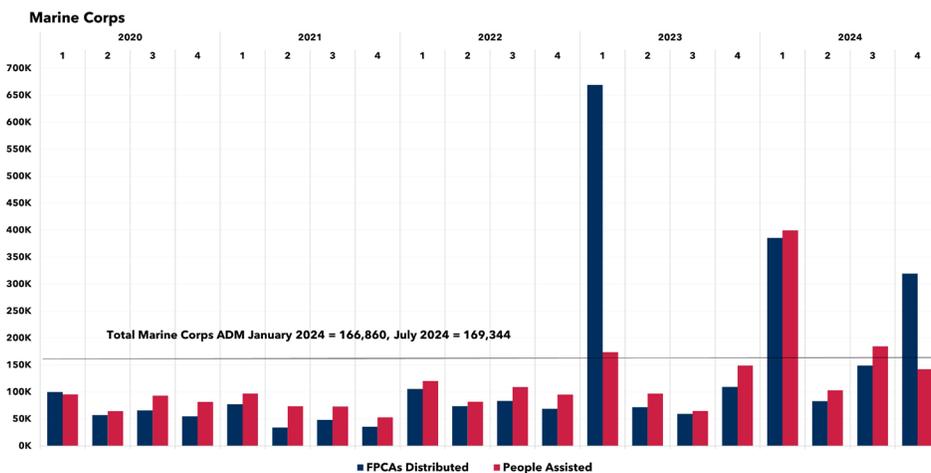


Figure 22. Marine Corps metrics for FPCAs distributed and people assisted since 2020

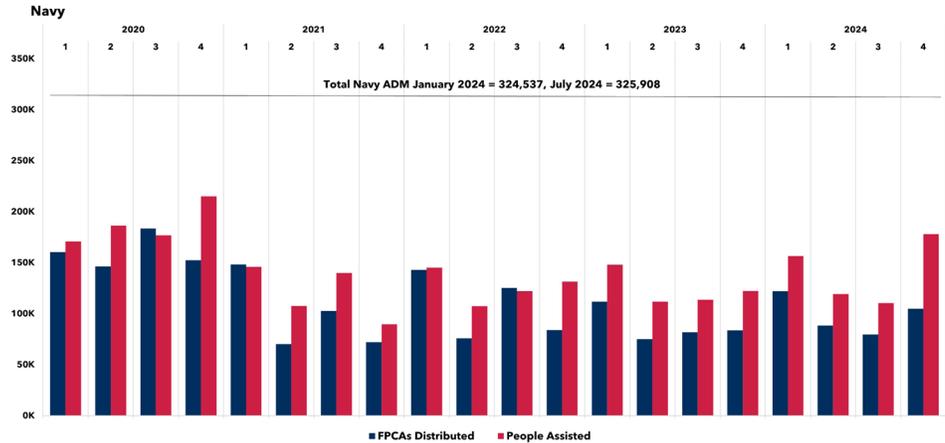


Figure 23. Navy metrics for FPCAs distributed and people assisted since 2020

Military Service and Department of State Assessments of Voting Assistance Programs

In addition to reporting metrics, each Military Service is required by DoDI 1000.04 to produce an after-action report in January of each year. Below are summaries of these reports, outlining the successes and challenges each Service faced while implementing the voting program requirements under DoDI 1000.04. While not under the DoDI 1000.04 requirements, the U.S. Department of State’s account of its voting program in 2024 is also included below.

Army

In 2024, the Army Voting Assistance Program had 60 IVA Offices. IVAOs assisted 69,947 eligible voters throughout the 2024 election cycle. The Department of the Army Inspector General found the Army Voting Assistance Program to be in compliance with all program requirements in December of 2024. Army Regulation 608-20, "Army Voting Assistance Program," was updated in 2024. Release of the Army Regulation 608-20 to the field is pending.

As part of its Service-wide voting activities, the Army Voting Assistance Program participated in Armed Forces Voters Week and Absentee Voters Week in 2024. IVAOs and UVAOs delivered 931,579 FPCAs throughout the 2024 election cycle. FPCAs were distributed either in hand or electronically to voters by VAOs.

Service-wide voting communications included Public Service Announcements, community outreach events, social media, a



A PSA featuring Col Morgan the Commander at USAG Kwajalein Atoll in the Marshall Islands

podcast, and coordinated FVAP distribution to Army voters. During 2024, four Army National Guard TAG⁴⁹ Sends were sent out to the field. The TAG also hosted podcasts on voting and town halls. Voting was also a TAG road show topic. Social and print media were leveraged through Human Resources Command. IVAOs and UVAOs set up displays, tables, trained, and assisted eligible voters.

Over 1,023,465 eligible voters were assisted in 2024. Communication plans were coordinated with FVAP and the sister Services. IVAOs and UVAOs continue to communicate with eligible voters via TEAMS, email, social media, and formations.

Recommendations to improve the voting assistance program in future elections include further coordinating communication plans with FVAP and the other Military Services.

Navy

FPCAs were distributed in accordance with DoDI 1000.04 in January and July.

Service wide voting newsletters were sent monthly to all VAO's throughout 2024. Voting information was also sent via Plan of the Weeks and All Hands emails from commands. Leadership encouraged and demonstrated active engagement while promoting Sailors, civilians, and their families to vote regardless of their location or their deploying status via All Hands, Plan of the Week, and through social media by Public Affairs Officers.

FVAP.gov was the primary tool used when pulling information to draft and release All Hands emails. IVAOs and VAOs forwarded email notifications and reminders sent by the Navy SVAO.

IVAOs and VAOs relied primarily on email and social media to ensure voting assistance. Having an electronic means of communication helped make voting more accessible. Outreach materials from the FVAP website were critical in the publication and promotion of all necessary information and resources to ensure the participation of all Service members, civilians, and eligible family members in the election process to the maximum extent permitted by law, regardless of telework status.



Soldiers from the Army Reserve in Puerto Rico work on requesting their absentee ballots to vote from Iraq, Source: DVIDS



A Voting Assistance Officer at Naval Medical Forces Atlantic presents information on the UOCAVA absentee voting process at an all hands call at NSA Hampton Roads - Portsmouth Annex, Source: DVIDS

⁴⁹ TAG stands for The Adjutant General, the general office in command of a State's National Guard.



The IVAO at NAVSTA Rota holds an FVAP poster outside of the Air Operations building, Source: DVIDS

For future cycles, the Voting Action Plan should be distributed earlier. During upcoming cycles, the Navy Program should emphasize reasons to vote, as well as how to register or submit an absentee ballot. Additionally, IVA Offices should be maintained at bases hosting highly transient populations (such as training commands) to provide voting support while members are still integrating into the military culture and at overseas location.

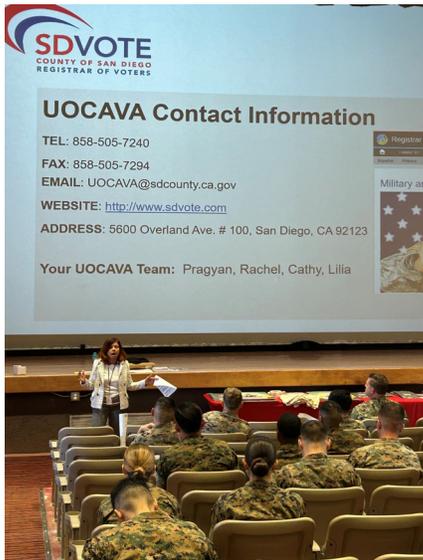
Marine Corps

Marine Corps units are required to have a designated UVAO assigned in writing. Marine Corps policy is to have one UVAO assigned for every 200 personnel, and units that have over 200 personnel will have an Assistant UVAO assigned in writing. Currently, 20 IVAOs are appointed in writing aboard 20 Marine Corps installations and 1,066 VAOs are currently assigned to 385 Marine Corps units.

On January 10, 2024, emails with a link to the electronic version of the FPCA were sent to 305,426 active duty and reserve personnel, and 31,678 hard-copies were hand-delivered to Service members, recruits, and students in training units. On July 15, 2024, 318,460 were again sent to all active duty and reserve personnel. IVAOs and UVAOs also provided FPCAs to Marines in deployed status and to personnel changing duty stations.

The 2024 Marine Corps Voting Action Plan highlighted Armed Forces Voters Week and Absentee Voting Week events, and the UVAOs utilized this period to advertise Service-wide voting registration activities and conducted absentee voter events. Marine Corps VAOs organized various voting assistance activities during the 2024 Armed Forces Voters Week and Absentee Voter Week that highlighted and promoted voter awareness and absentee voter registration. Posters, voter registration forms, and special election information were all disseminated on unit social media platforms, administrative messages, and unit emails. Absentee voter registration tables at unit family appreciation events, local exchanges, and mess halls were also utilized to promote absentee voting and highlight primary elections.

The SVAO utilized a dedicated network of various methods of communications tools to reach Commanders, IVA Offices, UVAOs, and Marine Corps personnel service-wide. Official Marine Administrative Messages, email systems, Marine Corps Voting Assistance Program websites, and unit social media websites were used to disseminate voting and election information.



San Diego County election office addresses VAOs at an FVAP workshop at Camp Pendleton in 2024

The 20 IVA Offices and the UVAOs utilized similar methods to further disseminate voting information to all installation and unit personnel, including eligible family members and DoD civilians. The SVAO worked closely with Marine Corps Community Services to successfully create voter registration posters, disseminate articles on the importance of voting, and to notify absentee voters on voter registration drives, absentee ballot return dates, and procedures.

Unit commanders and other unit leaders successfully highlighted the importance of voting and highly encouraged their Marines and civilian personnel to register to vote during unit functions. The Commanding General, Marine Corps Installations West and Commanding Officer Marine Base Quantico participated in FVAP workshops and voter registration events that included local guest speakers, Marvel characters, and famous historical idols. Additionally, unit commanders provided manpower support and coordination for their unit's absentee voter registration events.

The Marine Corps Voting Assistance Program utilized more electronic forms and various social media platforms to reach younger voters. The continued use of social media platforms during 2024 was very effective; education or assistance on the use of these platforms should be readily available to all VAOs. With the increased and effective use of electronic forms during the recent election cycles, the technology to successfully utilize electronic signatures for the FPCA and FWAB forms should be explored moving forward.

No logistical issues prevented our VAOs from accomplishing their responsibilities of successfully disseminating voting materials and information electronically to all personnel.

Air Force

The Department of the Air Force (DAF) Voting Assistance Program is aligned at installation Military and Family Readiness Centers (M&FRCs), and supports both the Air Force and the Space Force. The DAF maintained IVA Offices at 73 installations. A Service member is assigned as a UVAO to ensure deployed members remain aware of and can get information for voting matters. Installation commanders designated IVA Offices and appointed primary and alternate IVAOs in writing.

Unit commanders appointed UVAOs in writing at the rate of one UVAO assigned to each unit with 25 or more permanently



FVAP Director answers questions during a workshop at Camp Pendleton in 2024, Source: DVIDs

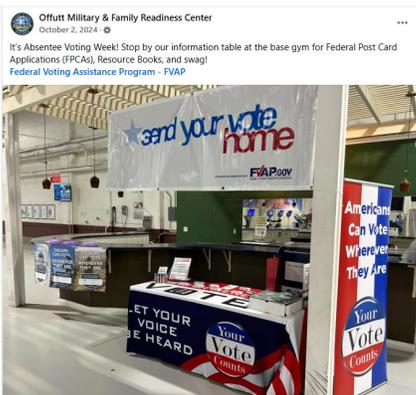
assigned active-duty members, with the option of appointing more based on unit needs. The DAF defines “unit” as squadron-level or equivalent. Units with less than 25 permanently assigned active-duty members are serviced by the host-installation IVA Office. At end of 2024, the DAF had 166 IVAOs and 3,289 UVAOs.

FPCAs were distributed electronically or in-hand to installation members by January 15, 2024, and July 15, 2024 as required, and when requested throughout the year. FPCA distribution was documented in accordance with FVAP metric requirements while voting activities and special events were documented in the Air Force Family Integrated Results and Statistical Tracking (AFFIRST), a web-based family services customer service data tracking system.

DAF M&FRCs and IVAOs conducted numerous voting activities and special events during 2024. Outreach activities and events continue to expand both in-person and virtual efforts at installations (including partnerships with local election officials). IVAOs led three voter emphasis week events in 2024. The Armed Forces Voters Week (28 Jun - 4 Jul), Military Spouse Voters Week (1-8 August), and Absentee Voting Week (1 Oct - 8 Oct) generated a combined estimated 322,000 contacts. Information tables were set up at unit and installation events, strategically at dining facilities, base exchanges, and M&FRCs. M&FRCs and installation websites were used to increase voter awareness, encourage voter participation, and advertise voting resources. IVAOs successfully utilized mass marketing via social media platforms, yard signs, base newspapers, marquees, radio, and commander’s action channels.

DAF used the Service-specific, Service-wide messaging system, myFSS Notification, to meet the mandatory FPCA distribution in January and July 2024. The myFSS messaging system communicated with 321,000 military members and 198,000 civilian employees. Additionally, AFPC/DPFF communicated via email and AFFIRST announcements to IVAOs to ensure the widest distribution of: FPCAs to their installation supported population, special election(s) updates, and general federal office election information.

DAF installations continued to offer in-person and virtual support of programs with installation leader emphasis through physical and electronic media of program services. Installation efforts focused on a combination of virtual and in-person events and maximized placement of outreach materials available at locations



Offutt Military & Family readiness Center post on Facebook highlighting Absentee Voting Week with a booth offering voting outreach materials and information

such as installation gyms, exchanges, commissaries, M&FRCs, and other high-traffic areas. Installation websites and emails were used to increase voter awareness, encourage voter participation, and advertise voting resources. Examples of activities included virtual events, mass marketing media efforts via social platforms, yard signs, base newspapers, marquees, commander's call and action channel and commander's action channels, American Forces Network, and when permissible, information tables at various locations on the bases.

IVAOs provided information and resources via various media outlets, such as: trifolds, bulletin boards, bookmarks, smartboards, information booths or other ingress and egress points from facilities, newspaper and media articles, trivia games distribution of FPCAs, Key Spouses networks, and installation Facebook and Instagram pages. A high number of information tables maximized the provision of physical voting forms, FVAP brochures, and information on election dates, ensuring personnel could register and receive absentee ballots. Installations provided promotional items (pens, pencils, etc.) with the IVA Office contact info as marketing tools.

Program delivery and implementation policies remain active and flexible to consistently ensure program objectives are achieved. IVAOs continued to see a positive trend on the number of contacts through the utilization of both avenues - marketing and advertising of information and assistance available for Service members interested in exercising their right to vote. Both virtual and in-person connections shaped innovative program practices throughout 2024.

Recommend FVAP continue to maximize the potential of virtual tools and processes as these have proven highly successful. The FVAP.gov website remains a primary capability to assist our supported eligible voter population, is easy to use, and contains an entire suite of tools to easily help eligible voters. The FVAP.gov website remains a primary capability to assist our supported eligible voter population due to its easy use and suite of tools at the disposal of eligible voters.

Coast Guard

Coast Guard policy requires all unit commanders to designate a UVAO.



A VAO looks at FVAP materials during an FVAP led workshop at Moody AFB, Source: DVIDS



A VAO assists voter using FVAP materials including the "VAO in a Box"

There were no installation-wide voting activities and special events due to operational and staffing limitations. The Coast Guard relied heavily on Service wide messaging as well as All Hands to promote voting assistance awareness. There were special efforts made at all Coast Guard All Hands as well as efforts by the Office of the Master Chief Petty Officer of the Coast Guard, Reserve Command, Commanding Officers, Command Master Chiefs, the Senior Enlisted network, and the Ombudsman-at-Large, to encourage registration, early voting, and absentee voting highlighting this need in preparation for possible deployment in support of hurricane relief just before the election. All voting message traffic was released under flag signature/ authority.

Service-wide official message traffic was published on January 5, 2024, July 15, 2024, and October 15, 2024. Additionally, there were online resources published and outreach via various platforms. These included official record message traffic, MyCG.uscg.mil (the USCG's single repository for news and announcements), and social media. FVAP's prepared social media and marketing materials were particularly useful in filling the gap caused by limited staffing and funding.

Per agreement with FVAP, the Coast Guard did not participate in Armed Forces Voters Week and Absentee Voting Week, but instead recommended Commands staff voting assistance tables at Coast Guard Day events

The Coast Guard Voting Assistance Program will continue to focus on assisting unit commanders to designate UVAOs, obtain training and refine our program details. FVAP's assistance provided via prepared social media materials and marketing materials, has been very helpful. Of particular note, "VAO in a Box" continues to be exceptionally helpful during federal election years. The Coast Guard plans to significantly increase the order request for these high demand materials each year.

Coast Guard continues to rely heavily on online and electronic means of marketing and assistance as the best way to leverage our limited staff. Moving forward, Coast Guard will continue to rely heavily on electronic/online marketing and assistance to greater serve our shipmates.

Department of State Voting Program

U.S. embassies and consulates overseas informed U.S. citizens overseas that the FPCA and FWAB were both available to download on FVAP's website and provided links via Smart Traveler Enrollment Program (STEP) email messages and social media posts. An instructional banner was live on the Travel.State.gov International Travel landing page for two months prior to election day. U.S. embassies and consulates provided paper FPCAs and FWABs when necessary and provided applicants with the opportunity to download the forms at the embassy or consulate.

Additionally, many U.S. embassies and consulates created a voting action plan with the numerous offices within their respective Mission. Consular and Public Affairs sections cooperated on frequent social media postings, messages to U.S. citizens, special messaging pushes which recognized voting emphasis days and weeks, and new voting assistance pages on the embassy or consulate website. Consular and Regional Security staff developed standard operating procedures for receiving and screening voting materials and assisting U.S. citizens with their questions. Consular or mailroom staff emptied the ballot drop-off boxes used by U.S. citizens and increased the frequency of diplomatic pouch shipments to the U.S. in the weeks leading up to the election helping to ensure timely ballot submission.

The Department began communicating about the election in January 2024 and maintained a consistent stream of messages across a variety of platforms. Post voting teams made sure to communicate voting procedures as early as possible to mitigate last minute voting questions and concerns. Nearly 15 percent of the total number of voting questions from U.S. citizens focused on how to submit and track their ballot. Voting teams regularly tweeted or sent messages about upcoming deadlines. This resulted in a sense of urgency from the voting public and prompted an increase in inquiries and ballot drop-offs.





Ballot Drop Boxes located at three embassies: On the left, Marseilles, France, in the center, Barcelona, Spain, and on the right, Lima, Peru

Along with email messages, embassies and consulates also conducted social media and website campaigns. Consular staff leveraged their networks to reach in-country U.S. citizens. Staff worked with community partners to physically place FVAP promotional materials at their locations and advertise links and posts on their websites and social media platforms. Staff also worked with local media outlets to provide information on how U.S. citizens overseas can find information to vote absentee while abroad. Consular Affairs (CA) also held a total of six voting sessions at the Foreign Service Institute (FSI) with a virtual session on May 24. During those sessions, CA, OCS, FVAP staff, and American Citizen Services and CA/P briefed CA staff in the field on how to assist U.S. overseas citizen eligible voters on FVAP, and the appropriate election voting materials. Department-owned Facebook, Instagram, or X accounts had over 51,000 engagements on 1,013 voting-related social media posts aimed at U.S. citizens. Combining pre-cleared voting messages with locally relevant graphics and videos doubled the number of views and engagements with voting messages over previous election years.

Ambassadors, Deputy Chiefs of Mission, and Consular Chiefs held virtual town hall meetings, recorded video messages, and conducted radio interviews to encourage overseas voters who wanted to vote in 2024. When posts capitalized on the power of Principal Officers, it generated more attention than other voting programming.

Posts also held in-person FVAP workshops in addition to virtual events such as town hall meetings and sent messages via STEP out to U.S. citizen overseas voters during Overseas Citizens Voters Week and Absentee Voting Week.



Ballots in transit during the 2024 election

Collection and Delivery of Ballots for Overseas Uniformed Services Voters

The U.S. Postal Service (USPS) and the DoD Military Postal Service (MPS) facilitate the delivery of election materials between overseas military voters and election offices. Pursuant to 52 U.S.C. § 20304, the USPS and the MPS provide expedited mail delivery service for overseas Uniformed Services voters' absentee ballots in general elections, which are processed before other classes of mail. For the 2024 General Election, the average transit time of voted ballots from the absentee voter to election offices was 4.9 working days, or 5.8 calendar days.

Procedures for Handling Overseas Military Ballots

Details regarding inbound ballots during the 2024 General Election are described below:

- Inbound blank absentee ballots from election offices are initially sorted at a USPS International Service Center prior to dispatching them to overseas military postal activities.
- Military postal clerks process and deliver ballots through individual mailboxes or unit delivery.
- For ballots that cannot be delivered as addressed:
 - A directory clerk attempts to locate addressees via the Automated Military Postal System directory module, change-of-address cards on file, local personnel management systems, or global address listings.
 - If a new address is found, the absentee ballot is then dispatched (forwarded) and delivered to the current address on file, either overseas or domestic.
 - If no new address information is found, the absentee ballot is returned to the election official marked "Undeliverable as Addressed" (UAA).

Ballots Collected and Delivered to Overseas Uniformed Services Voters

Between September 1, 2024, and December 10, 2024, the MPS postmarked and dispatched 38,821 voted absentee ballots from military voters to election offices using Priority Mail Express Military Service. The average transit time of ballots to election offices was 5.8 calendar days. Military Post Activities (MPAs)



A postal clerk at Camp Foster Post Office on Okinawa, Japan, source: DVIDS



The Postal Supervisor at Camp Kościuszko Post Office in Poland stands in the voting area at the office leading up to the General Election, source: DVIDS

received 1,607 non-voted ballots (9.1 percent) that were UAA from election offices. This percentage is a decrease of 3.1 percent from the previous Presidential election cycle (12.2 percent). MPAs redirected 769 ballots to current addresses while 838 were returned to sender. The UAA ballots may be attributed to two key factors:

- Election offices did not validate current addresses of voters.
- Absentee voters did not update mailing addresses with election offices.

The top five states with the highest number of redirected ballots that were attributed to Permanent Change of Station of personnel or Missent: Florida (113), Washington (109), California (102), Virginia (67), and Colorado (55). The top five states with the highest number of ballots returned to sender were primarily due to Attempted - Not Known or Moved - No Forward Address: California (248), Florida (97), Nevada (91), Washington (59), and Colorado (39).

Expediting and Tracking Overseas Uniformed Services Ballots

52 U.S.C. § 20304, requires expedited mail delivery service for marked absentee ballots of overseas military personnel (inclusive of eligible family members residing overseas) in federal general elections. The ballots of overseas military personnel were processed using the Express Mail Service Label 11-DoD. Upon receipt from the military voter, military postal clerks applied the label to each ballot, ensuring expedited delivery to the election office. The label provides voters and the MPS the ability to track ballots from acceptance through delivery. Ballots are first scanned in at the initial intake point. They are then scanned in upon arrival at the U.S. International Gateways of Chicago, New York, San Francisco, or Miami. Then finally, they are scanned in again by USPS, demonstrating delivery at the election office address.

USPS and the MPS continue to build from efforts in 2014 to modernize military mail systems and continue to provide a proactive way to encourage military personnel to update their mailing address with election offices. In the past, units maintained their own directory lists which may differ from the separate change of address list maintained by the MPS resulting in delays as ballots were sent overseas before being redirected. Now, when

standard-sized ballot envelopes are processed through USPS, the integration of the MPS and USPS address-change information will process outgoing unvoted ballots for forwarding before transmitting it overseas. Improvements in the Automated Military Postal Service directory module facilitate change of address information from unit directory entries as well as individuals into the USPS National Change of Address (NCOA) database.

State and Local election officials often use USPS Address Information System Services and information from the NCOA database to conduct maintenance on lists of registered voters. In the past, these excluded overseas APO (Army Post Office) and FPO (Fleet Post Office) address changes. The system consolidated all address change information for MPA addresses into the overall NCOA list maintenance service, meaning that local election officials can now leverage one source of data for the most current address information registered with either USPS or the MPS. These services assist with ensuring the most recent address information is reflected on absentee balloting records and lowering the number of UAA ballots.

The 2020 General Election cycle was the first election cycle to authorize the use of the Label 11-DoD for DoD personnel assigned to State Department missions. In the 2024 General Election cycle, DoD personnel obtained the USPS Label 11-DoD from their supporting Service representatives on an individual basis or by securing access to alternative services.

Executive Branch Agencies

FVAP carried out a training brief on May 24, 2024, under Title 32, Code of Federal Regulations Part 233, for Federal agencies regarding U.S. citizen preparation for the 2024 election. Each executive branch agency is responsible to work with FVAP, distribute balloting materials, and develop a non-partisan program of information and education for all employees and family members pursuant to *UOCAVA*, section 20301(c). These include the U.S. Public Health Service Commissioned Corps (Department of Health and Human Services), the National Oceanic and Atmospheric Administration Commissioned Corps (Department of Commerce), and members of the Merchant Marine (Department of Transportation) who are expressly defined in *UOCAVA*.

Election Official Engagement

FVAP works with states and localities to raise awareness of their responsibilities under UOCAVA, providing election officials with information about the challenges voters face while serving in the military or living overseas, and giving election officials additional information and tools to assist eligible voters. This section provides information regarding FVAP's cooperative efforts with state and local election officials relations program, the CSG's OVI, and FVAP's combined efforts with the U.S. EAC to improve data collection methodologies for the Election Administration Voting Survey (EAVS) Section B.

Use of FVAP Support and Products

In 2024, FVAP reinforced its commitment to serve as a critical information source for policymakers through its state and local relations program. FVAP fostered and strengthened relationships with state and local government officials through numerous meetings with election officials, conference calls, as well as in-person trainings to continue supporting state and local election officials throughout the 2024 election cycle. FVAP provided guidance for state and local election officials when navigating UOCAVA voter issues and policies as well as helped identify and assess areas for improvement to the UOCAVA absentee voting process.

The Post-Election Voting Survey-State Election Officials (PEVS-SEO) is also used to evaluate FVAP's effectiveness in serving election officials, shaping future products and services, addressing state ballot and registration issues, and clarifying its understanding of state policies. Of the SEOs who reported using FVAP products or services, the most indicated that they were satisfied with the resources.⁵⁰ Satisfaction ratings of FVAP products and services were close to 100 percent, with only one product having a 50 percent satisfaction rate.⁵¹

1. FVAP.gov: 100 percent satisfied.
2. FVAP Staff Support: 96 percent satisfied.
3. Address Look-up Service: One of two respondents were satisfied.
4. Online Training: 100 percent satisfied.

⁵⁰ 2024 PEVS-SEO, Q. 2

⁵¹ Interpret with caution due to low n values. For 2024, FVAP.gov n = 32. FVAP Staff Support n = 26. FVAP Military Address Look-up Service n=2. FVAP EO Online Training n = 7

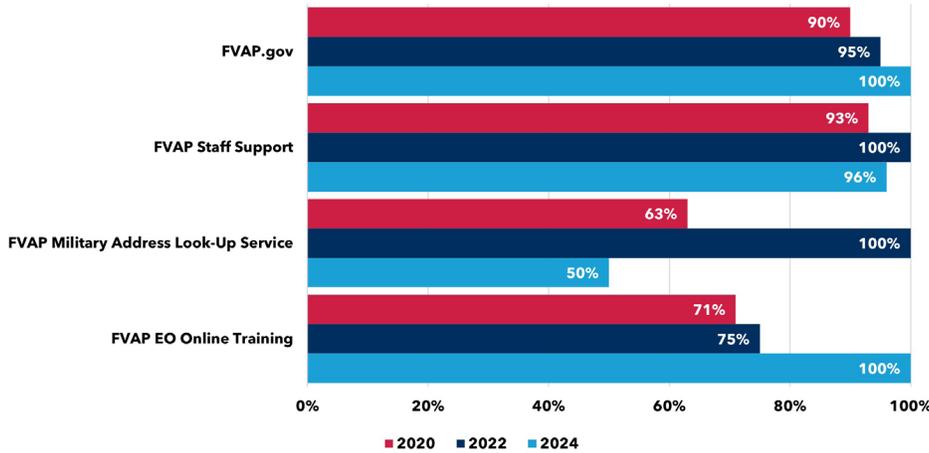


Figure 24. Percentage of SEOs that were very satisfied or satisfied with FVAP products and services

Eighty-five percent of SEOs indicated they referred FVAP resources to local election officials (LEOs) in 2024, similar to 84 percent in 2020. Sixty-one percent of SEOs said they referred LEOs to FVAP staff support, almost double in 2020 (34 percent). The percentage of SEOs who referred LEOs to FVAP election official online training increased by 5 percentage points to 32 percent in 2024. FVAP military address look-up service saw a modest increase from 2020 (18 percent), with 24 percent of SEOs referring LEOs.⁵²

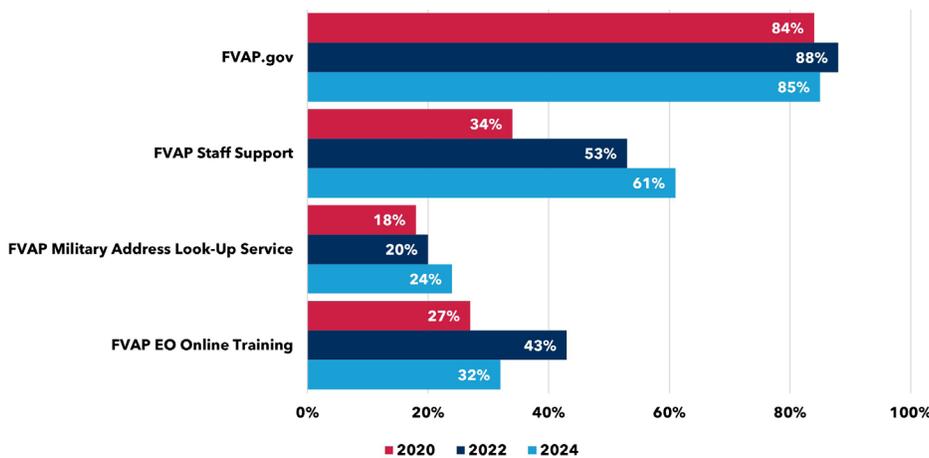


Figure 25. Percentage of SEOs that referred LEOs to the following FVAP products

Based on these results, FVAP will continue to expand direct outreach to LEOs to highlight existing products and services available to them. This is especially important for assisting election officials who attempt to train new personnel on the complexities of conducting elections in the U.S. and their specific

⁵² 2024 PEVS-SEO, Q. 3

UOCAVA related responsibilities. FVAP will continue to leverage its direct relationship with SEOs on matters of policy, educate LEOs on the administration of their responsibilities under UOCAVA, and make them aware of potential obstacles UOCAVA voters can face during the absentee voting process.

Ensuring UOCAVA protections

Voters covered by UOCAVA are entitled to certain protections that other citizens from a state may not be entitled to under state law. For example, states must allow UOCAVA voters to use the FPCA to register to vote and request a ballot and use the FWAB as a backup ballot for federal offices if their requested state ballot does not arrive in time, provided the voter’s initial application was timely. States are required to transmit ballots to UOCAVA voters at least 45 days before federal elections and must offer electronic transmission of voting information and blank ballots.

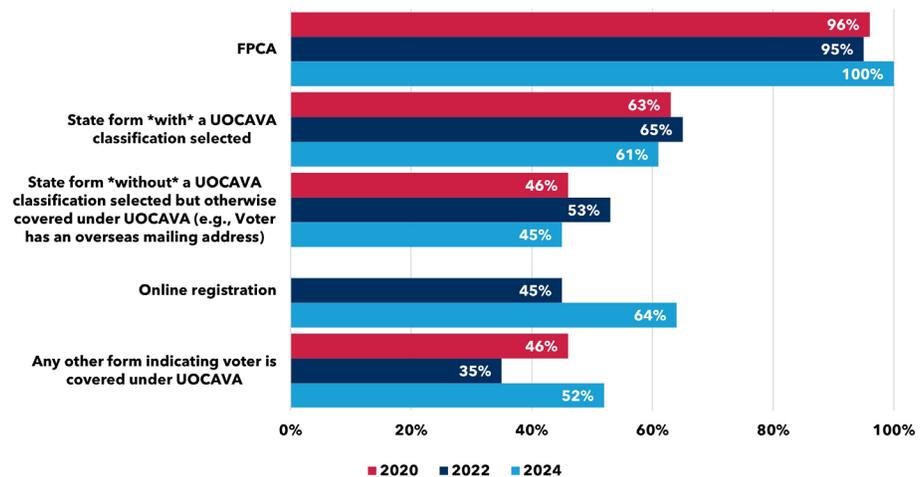


Figure 26. Percentage of states that grant UOCAVA protections to UOCAVA voters if they use one of these ballot request forms

Based on the 2024 PEVS-SEO data, some states do not recognize UOCAVA protections for military and overseas voters who do not use the FPCA. While all states recognize the FPCA, just 61 percent provide the same protections when a voter uses a state form with UOCAVA classification selected, and 64 percent recognize these protections for online UOCAVA registrants, and 52 percent recognize them for any other form indicating the voter is covered by UOCAVA according to the 2022 PEVS-SEO survey.⁵³ This finding underscores the importance of FVAP activities to distribute and promote use of the FPCA as the general form for

⁵³ 2022 PEVS-SEO, Q. 19

UOCAVA voters to ensure they receive the UOCAVA protections to which they are entitled.

Election Administration Voting Survey Section B Analysis

In 2016, FVAP and the U.S. EAC combined data collection efforts at the Federal level to survey election officials to obtain the total number of UOCAVA ballots were transmitted, received and counted after each federal general.⁵⁴ The EAC's EAVS collects data from approximately 6,500 local election jurisdictions on a wide variety of election administration topics, including UOCAVA.

Election offices reported receiving 621,957 FPCAs ahead of the 2024 General Election. About 22.1 percent came from uniformed services voters,⁵⁵ and 74.8 percent were submitted by overseas citizens. Overall, only 2.5 percent of FPCAs requesting registration or an absentee ballot for the 2024 General Election were rejected – of these, 23.1 percent were rejected because the election office received the form after the state's absentee ballot request deadline.⁵⁶ The FPCA rejection rate among uniformed services voters was slightly higher than among overseas citizens, with 3.7 percent of uniformed services voters' submitted FPCAs having been rejected, as compared to 2.0 percent of overseas citizens' submitted FPCAs having been rejected.

GENERAL ELECTION YEAR	2018	2020	2022	2024
FPCAs Received	312,437	764,691	309,867	621,957
FPCAs Rejected	6,342	19,874	4,596	15,315
FPCAs Rejected (%)	2.03%	2.60%	1.48%	2.46%

Table 8. FPCAs received and rejected for 2018, 2020, 2022, and 2024

UOCAVA voters can use an FPCA to register and request their ballot, or they can use an application authorized by their state. Therefore, the total number of FPCAs received during an election cycle will always be less than the total number of blank ballots that election officials transmit to UOCAVA voters.

According to the EAVS, for the 2024 General Election, there were 1,327,324 UOCAVA ballots transmitted to voters from election

⁵⁴ EAC, 2016 Election Administration Voting Survey https://www.eac.gov/sites/default/files/eac_assets/1/6/2016_EAVS_Comprehensive_Report.pdf

⁵⁵ In the EAC EAVS Report, uniformed services voters include both ADM personnel and their eligible family Members as well as National Oceanic and Atmospheric Administration Commissioned Corps and U.S. Public Health Services Commissioned Corps.

⁵⁶ Percentages at the national level were calculated using case wise missing data deletion at the state level. Only states that had data for both the numerator and denominator for a calculation were included when reporting percentages at the national level. Responses of "does not apply," "data not available," and "valid skip" were considered as missing for purposes of creating these calculations. Case wise deletion has been used in the analysis for this report to avoid overinflating the denominator of the calculations.

officials. Election officials received 806,743 voted ballots and 28,140 FWABs. Of the ballots and FWABs returned, 925,408 were counted (905,343 ballots and 20,065 FWABs), and 30,401 ballots and 7,795 FWABs were rejected.

GENERAL ELECTION YEAR	2018	2020	2022	2024
Regular Absentee Ballots Transmitted	655,409	1,249,601	654,786	1,327,324
Regular Absentee Ballots Received (Returned)	344,392	911,614	267,548	806,743
Regular Absentee Ballots Counted	338,271	889,837	257,655	905,343
Regular Absentee Ballots Rejected	19,328	19,060	10,456	30,401
Regular Absentee Ballots Rejected (%)	5.61%	2.09%	3.91%	3.77%
FWABs Received	7,284	33,207	4,089	28,140
FWABs Counted	5,016	23,897	3,447	20,065
FWABs Rejected	1,208	8,438	655	7,795
FWABs Rejected (%)	16.58%	25.41%	16.02%	27.70%
Total Counted (Both Regular Absentee Ballots and FWABs)	343,287	913,734	261,102	925,408
Total Median Rejection Rate (Both Regular Absentee Ballots and FWABs)	2.90%	1.50%	3.10%	2.99%

Table 9. Ballots transmitted, ballots and FWABs received, counted, rejected for the November General Elections in 2018, 2020, 2022, 2024

Data collected at the state level on UOCAVA ballots returned and rejected is shown in Figures 27 and 28. Figure 27 shows UOCAVA ballots returned as a percentage of total ballots transmitted. The map classifies states into four groups based on relative percentage of ballots returned.

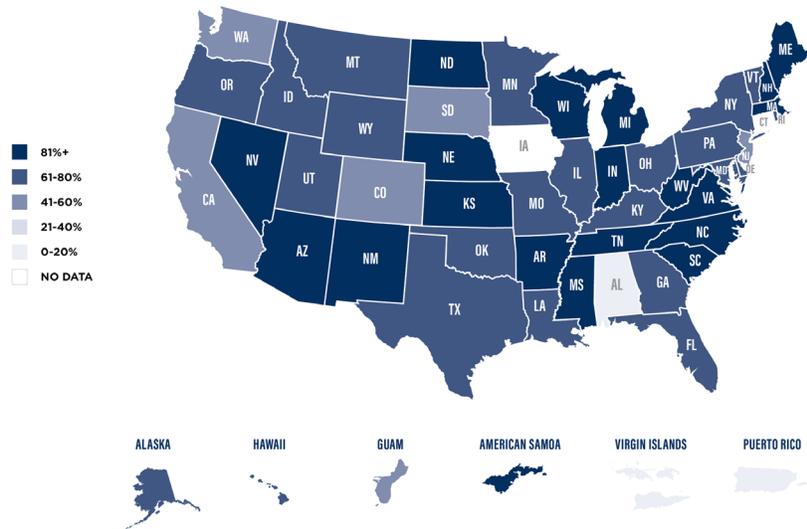


Figure 27. UOCAVA ballots returned as a percentage of total ballots transmitted⁵⁷

The overall median rejection rate for ballots received from UOCAVA voters was 2.0 percent. Missing the deadline was the most common reason for non-FWAB rejection among both uniformed services voters and overseas citizens, at 55.3 percent

⁵⁷ Map not to scale..

for uniformed services voters and 45.8 percent for overseas civilians. Signature issues were the cause of 15.8 percent of non-FWAB rejections overall (i.e., 23.1 percent of the uniformed services voters' non-FWAB ballots, and 13.4 percent of overseas citizens' non-FWAB ballots).⁵⁸

Figure 28 shows UOCAVA and FWAB ballots rejected as a percentage of all ballots returned. The map classifies states into four groups based on relative percentiles: one quarter with the highest rejection rates (4.12 percent or greater), one quarter with the lowest rejection rates (0.0 percent to 0.60 percent), one quarter between 0.61 percent and 2.04 percent, and one quarter between 2.05 percent and 4.11 percent. These overall rejection rates reported also include FWABs that were rejected due to the return of an official state ballot. FVAP stresses the importance of using the FWAB as a backup ballot in case the official state ballot does not arrive 30 days prior to the election. Inevitably, this may lead to an overstated rejection rate when voters return both ballots and the FWAB is rejected to ensure only one ballot is counted in the election. Overall, nearly half (45.34 percent) of the rejected FWABs were replaced by a regular absentee ballot, making the backup ballot unnecessary. High rejection rates for the FWAB are expected given its backup role. However, this is likely another area where voter confusion is a contributing factor. For example, some states require a potential FWAB user to have submitted a ballot application 30 days prior to the election, mirroring the state-prescribed deadline for voter registration, which is the minimum requirement under federal law. If voters do not fully understand these requirements, it may lead to high instances of FWAB rejections. As detailed in the section titled "Assessment of FVAP Activities," FVAP needs to continue improving voter comprehension of the form's proper usage and adherence to state requirements for acceptance.

⁵⁸ The percentage of ballots rejected for missing the deadline is calculated as B19b/B18b for uniformed services voters and B19c/B18c for overseas civilians. The percentage of ballots rejected because of signature issues is calculated as B20b/B18b for uniformed services voters and B20c/B18c for overseas civilians. Case wise deletion was used at the state level in calculating these percentages.

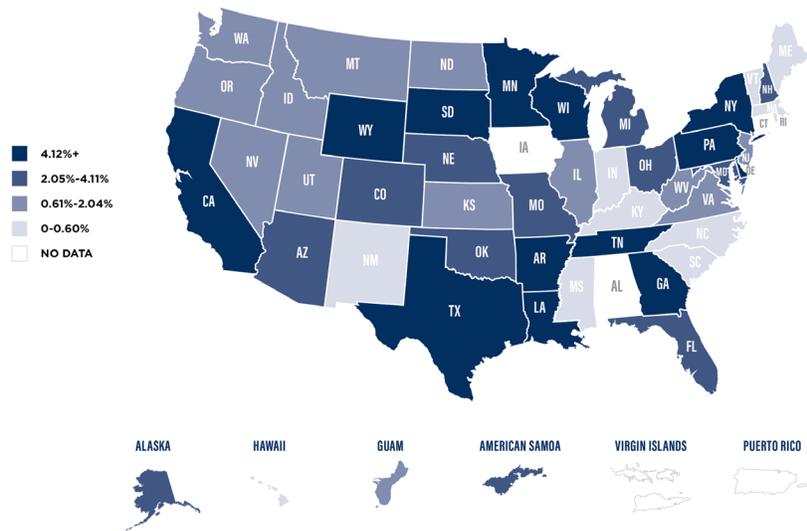


Figure 28. UOCAVA ballots rejected as a percentage of ballots returned⁵⁹

ESB Data Standard Information Collection

Since 2015, FVAP has been working with the CSG's OVI to develop a standardized format that captures anonymous transactional-level data regarding military and overseas voters. This standardized format is called the EAVS Section B (ESB) Data Standard. Unlike traditional survey-based or aggregate data sets like those produced within the EAVS, transactional data can better identify the potential challenges encountered in the absentee voting process. The EAC's EAVS Section B provides aggregate information at the jurisdictional level but does not effectively measure the experiences of an individual voter.

Specifically, the ESB Data Standard attempts to assess the impact of the 45-day transmission of ballots and the impact of electronic blank ballot delivery options on the overall success for voters to cast ballots under provisions outlined in UOCAVA. Where utilized, the ESB Data Standard gathers data on how and when voting transactions (e.g., voter registration, ballot request, ballot transmission, and ballot receipt) occur and ultimately whether a ballot was returned and accepted for counting without collecting personal information on voters. The ESB Data Standard not only provides a deeper level of analysis of the UOCAVA voting process, but it also has the potential to reduce the post-election data reporting burden for election officials when completing

⁵⁹ Map not to scale.

Section B of the EAVS.

For the 2024 ESB Data Standard information collection, there were 12 participants, which included eight states and four local jurisdictions. Even though not all states and jurisdictions contributed to this data, the 2024 participants represent approximately 33.76 percent of the UOCAVA voting population as of May 1, 2025. Therefore, this data can be regarded as useful for analyzing and assessing the UOCAVA absentee voting process. However, the overall observations remain limited to the participating jurisdictions and should not be generalized to the overall total UOCAVA voting population or to election offices nationwide. As implementation of the ESB Data Standard grows and continues to demonstrate its value, FVAP will be able to reduce the overall reporting burden for the states while still answering key research questions specifically tailored to assess drivers of success for UOCAVA voters.

The ESB Data Standard and supporting analysis is intended to illustrate the impact of the UOCAVA by answering the following research questions:

- What factors are associated with successfully completing the UOCAVA voting process (i.e., having a vote counted)?
- How does the timing and method of ballot requests influence the likelihood of absentee ballot return?
- What is the impact of electronic blank ballot delivery options on the military or overseas citizen voting experience?

Although there are options available at each phase, the UOCAVA absentee voting process can be broken down into three basic steps: voter registration/ballot request, blank ballot transmission, and voted ballot return (a voted ballot is processed by the election office and either counted or rejected based on procedural requirements).

However, the likelihood of successfully completing the process and the obstacles faced may vary depending on the individual's environment, such as infrastructure and other conditions in the country where they are currently living.

Comparing the 2024 ESB Data Standard and EAVS data

The ESB Data Standard is intended to support the ability of states to eventually export a file to meet reporting requirements under federal law. FVAP assessed the relative alignment between 2024 EAVS-reported data with data from ESB reporting jurisdictions to

determine the relative strength of the ESB standard as a single administrative data source. As shown in Figure 29, the reporting for the ESB Data Standard is similar to that of the EAVS for most states and jurisdictions. However, some discrepancies exist. The figure shows the reported UOCAVA ballot return rates, for both the ESB Data Standard and the EAVS, for those states and jurisdictions that participated in the 2024 ESB Data Standard. As the implementation of the ESB Data Standard continues to grow and the number of participants increases, we can anticipate the reporting of more complete data.

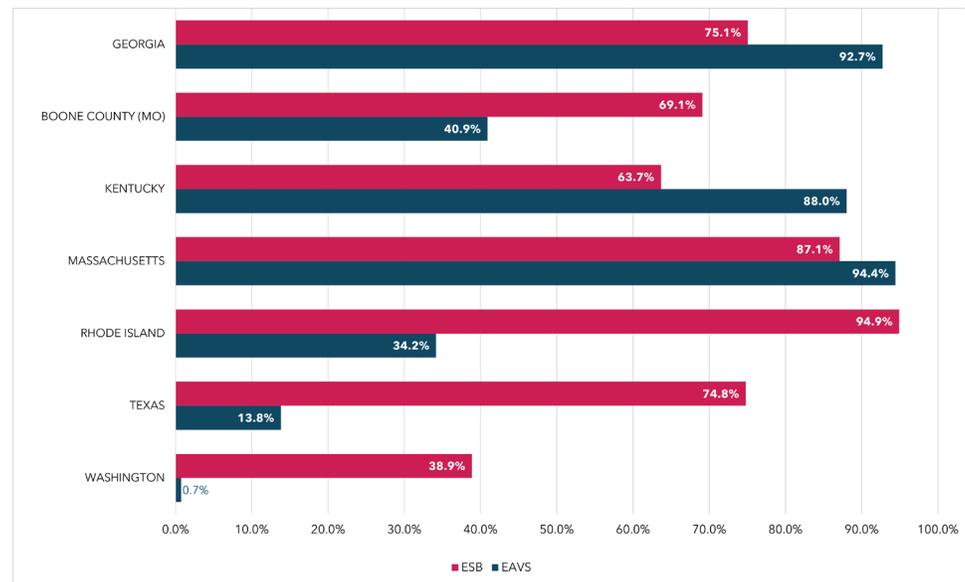


Figure 29. UOCAVA Ballot return rate comparison between the ESB Data Standard and the EAVS for participating states and jurisdictions^{60 61}

Further, as the ESB Data Standard is still attracting new states and jurisdictions, FVAP will continue work through the OVI to assist reporting jurisdictions with understanding how the ESB Data Standard can support creating a single administrative data file to meet their overall reporting burden and use the collected data to improve the absentee voting process for UOCAVA voters.

⁶⁰ The return rate for EAVS is calculated as the total UOCAVA ballots returned (item B9a) divided by the total UOCAVA ballots transmitted (item B5a)—FWABs were not included in this calculation. The return rate for ESB is calculated as the total non-FWAB ballots returned (i.e., those ballots that had both a date and a mode linked to the ballot transmission and return information) divided by the total non-FWAB ballots transmitted (i.e., those ballots that had both a date and a mode linked to the ballot transmission information). Colorado, while a participating ESB Data Standard state, was excluded from the above for having no available ballot received method data as of May 1; it also lacked ballot received data in the EAVS dataset. Participating states and jurisdictions with ESB data, but for which EAVS reported either no ballots received or no available data (i.e., Los Angeles County (CA), New York, Ingham County (MI), and Brevard County (FL)), were also excluded from the above.

⁶¹ The states of Washington, Texas, and Rhode Island all show very low to relatively low EAVS return rates, according to the EAC EAVS 2024 data set available as of July 11, 2025.

Ballot Requests: Impact of FPCA

Data reported by ESB Data Standard participating states and jurisdictions since 2018 shows that ballots requested using the FPCA are associated with higher return rates than ballots requested using state absentee ballot applications. This finding, shown in Figure 30, demonstrates the importance of FVAP activities to distribute and promote the use of FPCA as the universal form to ensure protections are in place for UOCAVA absentee voters. Under UOCAVA, election offices are required to transmit requested absentee blank ballots by the 45th day before all federal elections within the same calendar year, and voters can request to receive their blank ballot electronically.

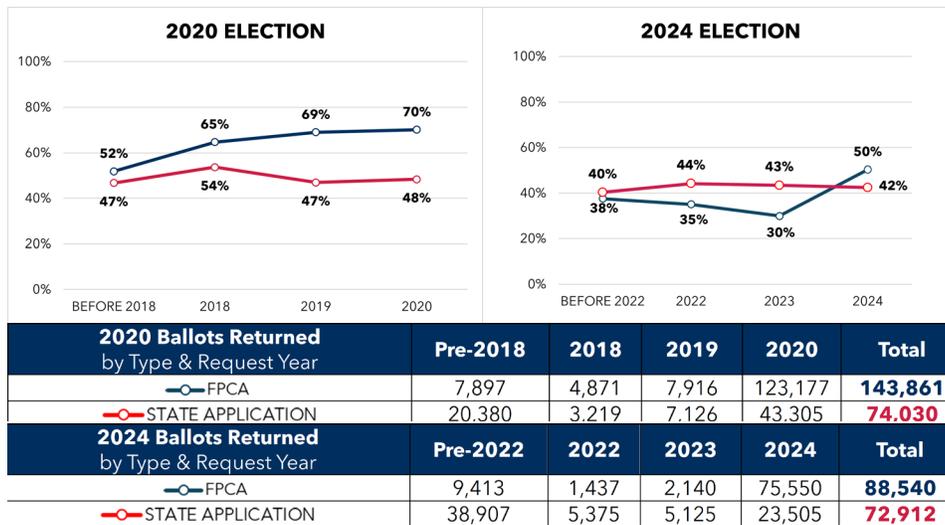


Figure 30. ESB Data Standard reported ballots requested using an FPCA were returned at higher rates than state applications regardless of the request year

As shown in Table 10, ADM from participating states and jurisdictions were more likely to use a state application to request an absentee ballot. Overseas citizens, however, used FPCAs and state applications at similar rates. Table 11 a large wave of pre-2022 ballot requests, with more state applications than FPCA requests in this early period. The rate of FPCA ballot requests

⁶² This comparison uses only data from states and jurisdictions that completed ESB in 2020 and 2024. The states and jurisdictions that completed ESB for both years are: California (LA County), Kentucky, Massachusetts, Michigan (Ingham County), New York, Rhode Island, Texas, and Washington. However, ballot request types that were not tracked by these states and jurisdictions are excluded from these totals. Therefore, Rhode Island and Massachusetts are not included in the graphs, because they reported only “untracked” for ballot request type in both 2020 and 2024. Ingham County (MI) is not included in the 2024 graph because they reported only “untracked” for ballot request type in 2024; in 2020, fewer than 4 percent of their ballot requests are included, as over 96 percent of their ballot requests were listed as “untracked.” The graphs also exclude observations with ballot requests dated after Election Day, as well as observations that were rejected due to any of the following reasons: Undeliverable, Voided/Spoiled, and Voter Died. (Neither 2020 nor 2024 ballot rejection type records had any Voted in Person records to have excluded here, and none of the ESB-completing 2020 and 2024 overlap states and jurisdictions had blank ballot return method data for all their observations).

grew gradually, still trailing state applications until 2024, when FPCA ballot requests more than doubled the number of state application requests. Defined in this case as active-duty Service members and their spouses and dependents, ADM submitted roughly 10 times more state applications than FPCAs, while most of the FPCAs reported by ESB participants came from overseas citizens.

	ADM	OVERSEAS CITIZENS
FPCA	10,934 (9.6%)	114,706 (51.5%)
State Applications	103,402 (90.4%)	108,181 (48.5%)
Total	114,336	222,887

Table 10. ESB Data Standard Reported Use of FPCAs and state applications by population for the 2024 General Election

	PRE-2022	2022	2023	2024
FPCA	30,483 (21.0%)	4,448 (23.6%)	7,331 (35.5%)	157,744 (69.3%)
State Applications	114,346 (79.0%)	14,387 (76.4%)	13,292 (64.5%)	69,860 (30.7%)
Total	144,829	18,835	20,623	227,604

Table 11. ESB Data Standard Reported Year of ballot request for FPCAs and state applications ⁶⁴

Ballots requested using a state application were more likely to be returned undeliverable than those requested using an FPCA. In 2024, only 0.09 percent (i.e., less than one tenth of a percent) of ballots requested by an FPCA resulted in an undeliverable ballot in ESB Data Standard jurisdictions, whereas the undeliverable ballot rate for those requested by state application was 0.85 percent (less than one percent). For ballot requests dated before 2024, ballots requested through an FPCA also had lower undeliverable rates than those requested through state applications. This data supports FVAP’s recommendations that UOCAVA voters use the FPCA to register to vote and request an absentee ballot, submit an FPCA every year to ensure their data is up-to-date, and take advantage of their protections under UOCAVA.

UOCAVA voters in 2024 ESB Data Standard jurisdictions were far more likely to request their blank ballots electronically than to request their blank ballots by mail. In 2020, the reverse was

⁶³ Georgia, Kentucky, Massachusetts, Rhode Island, Texas, and Boone County (MO) are not included in calculations. Georgia, Massachusetts, Rhode Island, and Boone County (MO) reported “untracked” ballot request type for all observations in 2024. Sixteen percent of observations from Colorado were not included in 2024 calculations for reporting “untracked” as the ballot request type. Kentucky, Rhode Island, and Texas are not included in analyses that report data only for ADM or overseas citizens, since they did not report the voter type in their data. Only ballot requests dated by Election Day are included in this table.

⁶⁴ The states of Georgia and Massachusetts, and Ingham County (MI) are not included in calculations. They reported “untracked” ballot request type for all observations in 2022. Eighty-four percent of observations from Wisconsin, and 22 percent of observations from Colorado, were not included in 2022 calculations for reporting “untracked” as the ballot request type. Only ballot requests dated by Election Day are included in this table.

true: mail ballot requests roughly tripled the number of ballots requested electronically. Figure 31 shows that around mid-September 2020, there was a notable increase in the number of ballot requests received by both methods, as shown by the change of slope. When comparing Figure 31 with Figure 32, 2024 voters behaved much like 2020 voters, with ballot requests spiking as the election drew near, but in the opposite direction, with electronic ballot requests leading. In both 2020 and in 2024, there were two to three times the number of the leading ballot request type than of the other type. Additionally, while in each of the elections, about half of the ballot requests had been received 45 days before the election and the increase in the pace of ballots received happened at similar rates, in 2020 there was a slightly earlier increase in mail ballot requests than in 2024. This suggests some of those 2020 voters acted early in anticipation of possible coronavirus disease 2019 (COVID-19)-related delays.

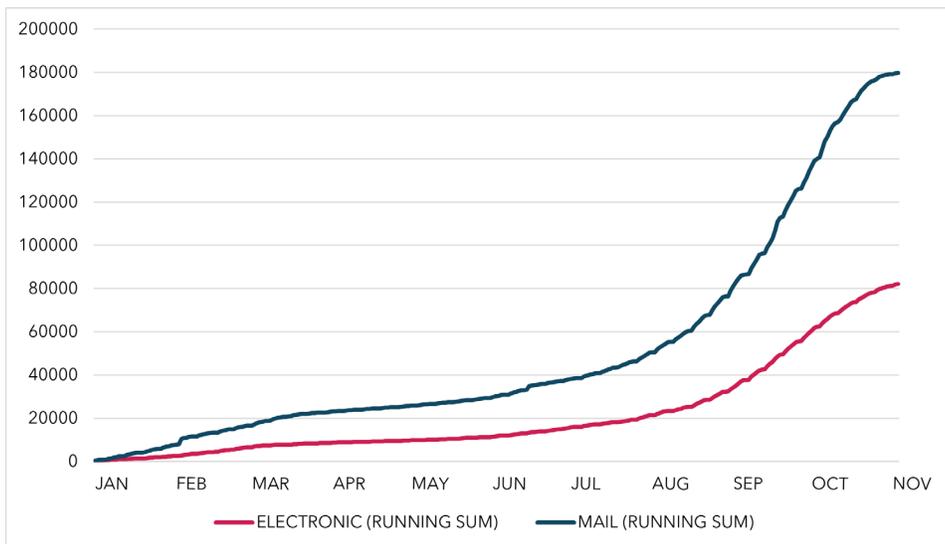


Figure 31. ESB Data Standard Jurisdictions Reported Higher Volume of Electronic Ballot Requests than Mail Ballot Requests in 2020

⁶⁵ Alabama, Orange County (CA), Richmond County (GA), Massachusetts, and Rhode Island are excluded from this 2020 ballot request calculation, for reporting all ballot request types as “untracked.” Seventeen percent of Colorado, 61 percent of Chicago (IL), 96 percent of Ingham County (MI), five percent of Nebraska, nine percent of New Jersey, 10 percent of Pennsylvania, and 79 percent of Wisconsin’s observations are also excluded to account for ballot requests reported as “untracked.” This graph includes observations with ballot requests dated between the first of the year and Election Day (January 1 to November 3, 2020).

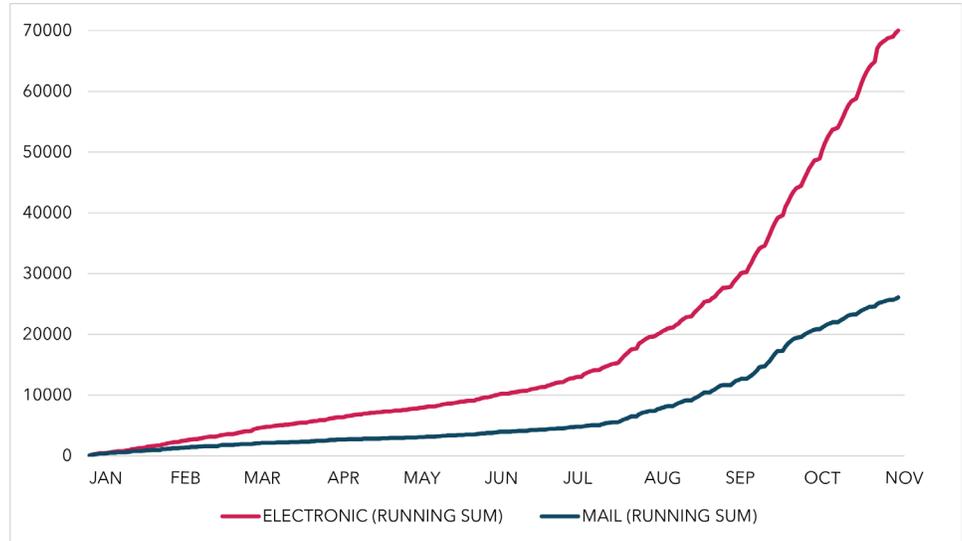


Figure 32. ESB Data Standard Jurisdictions electronic ballot requests were more frequent than mail ballot requests in 2024

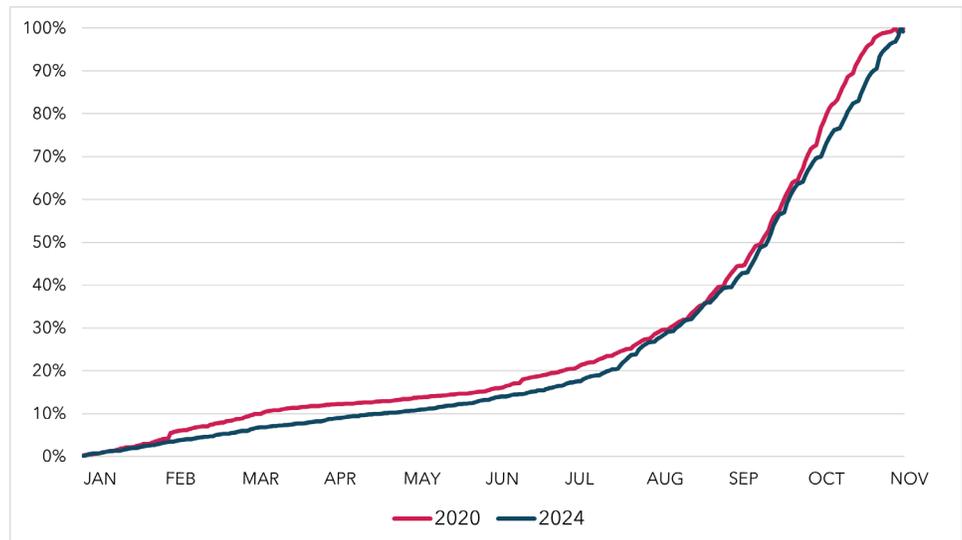


Figure 33. ESB Data Standard states and jurisdictions in both 2020 and 2024 reported sharp increases in ballot requests from late summer through Election Day, with 2020 voters starting slightly earlier

⁶⁶ Georgia, Massachusetts, Rhode Island, and Boone County (MO) are excluded from this 2024 ballot request calculation, for reporting all ballot request types as “untracked.” Sixteen percent of Colorado’s observations are also excluded to account for ballot requests reported as “untracked.” This graph includes observations with ballot requests dated between the first of the year and Election Day (January 1 to November 5, 2024).

⁶⁷ This graph uses only data from states and jurisdictions that completed ESB in 2020 and 2024. The states and jurisdictions that completed ESB for both years are: Los Angeles County (CA), Kentucky, Massachusetts, Ingham County (MI), New York, Rhode Island, Texas, and Washington. This graph includes observations with ballot requests dated between January 1, 2020 (or 2024) and Election Day. However, ballot request types that were not tracked by these states and jurisdictions are excluded from these totals. Therefore, Rhode Island and Massachusetts are not included in the graphs, because they reported only “Untracked” for ballot request type in both 2020 and 2024. Ingham County (MI) is not included in the 2024 graph because they reported only “Untracked” for ballot request type in 2024, and in 2020, fewer than 4 percent of their ballot requests are included, as over 96 percent of their ballot requests were listed as “untracked.” The graphs also exclude observations with ballot requests dated after Election Day, as well as observations that were rejected due to any of the following reasons: Undeliverable, Voided/Spoiled, and Voter Died. (Neither 2020 nor 2024 had any Voted in Person ballot rejection type records to have excluded here, and none of the ESB-completing 2020 and 2024 overlap states and jurisdictions had blank ballot return method data for all their observations.)

In 2024, UOCAVA voters from those jurisdictions that participated in the ESB Data Standard requested their ballots slightly later than they did in 2020. As shown in Figure 33, request timing is very similar for both election periods, with voters getting a slightly earlier start in 2020, and ballot requests increasing significantly in September in both years, as with previous elections.

Ballot Transmission Method and Ballot Return Rates

The UOCAVA requires that states provide an option for voters to receive blank ballots by at least one electronic method (i.e., email, online, or fax). This protection is particularly critical for those UOCAVA voters who requested their ballots after the 45-day deadline.

Among the states and jurisdictions participating in the 2024 ESB Data Standard, overall, blank absentee ballots transmitted by mail were returned at slightly higher rates than those transmitted electronically. However, for ballots requested within 45 days of the 2024 Election, those blank ballots transmitted electronically were returned at higher rates than those transmitted by mail. This suggests an understandably increased reliance on electronic ballots rather than mail ones as Election Day draws near.

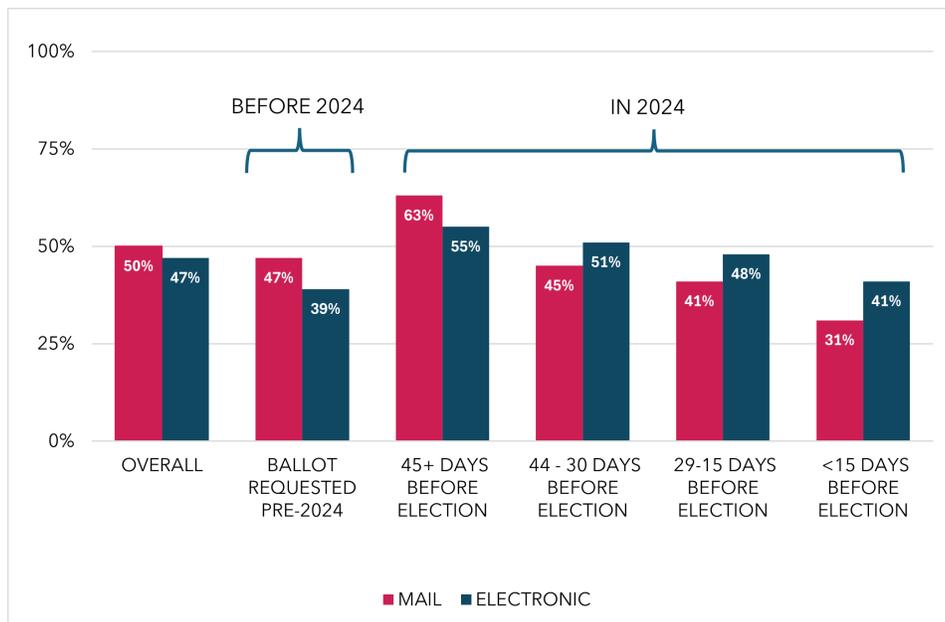


Figure 34. ESB Data Standard Jurisdictions reported blank ballots transmitted by mail had higher return rates overall in the 2024 Election, although electronic ballot use increased as Election Day drew near

⁶⁸ This graph excludes observations with ballot requests dated after Election Day. It also excludes observations that were rejected due to any of the following reasons: Undeliverable, Voided/Spoiled, and Voter Died. (2024 did not have any Voted in Person records to have excluded here.) Electronic transmission includes email, fax and online.

Blank ballots transmitted to ADM by mail were returned at higher rates than those transmitted electronically. However, for overseas citizen voters, blank ballots transmitted electronically had slightly higher return rates than those transmitted by mail. Figure 35 demonstrates the breakdown between ADM and overseas citizens when it comes to ballot return in relation to blank ballot transmission method.

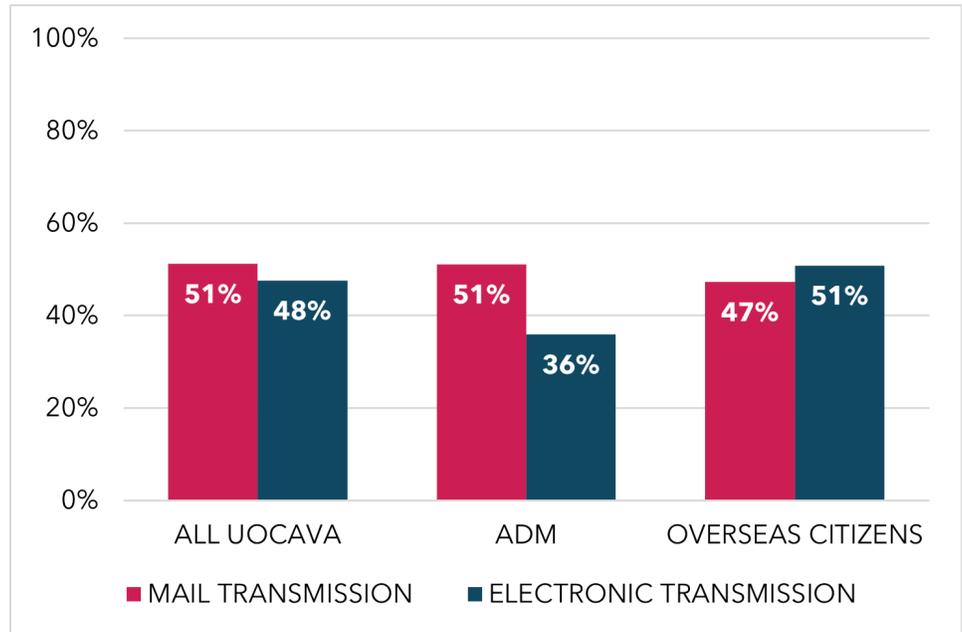


Figure 35. Breakdown between active duty military and overseas citizens for ESB Data Standard Jurisdictions in 2024 comparing the relationship between blank ballot transmission method and ballot return rate

Figure 36 illustrates that overseas citizens mostly relied on electronic transmission to receive their blank absentee ballots while ADM members mostly relied on mail transmission. These results indicate that offering mail and electronic ballot return options is equally important when it comes to reducing the obstacles that UOCAVA voters might face when returning their ballots.

⁶⁹This graph excludes observations with ballot requests dated after Election Day. It also excludes observations that were rejected due to any of the following reasons: Undeliverable, Voided/Spoiled, and Voter Died. (2024 did not have any Voted in Person records to have excluded here.) Electronic transmission includes email, fax and online. The group "All UOCAVA" includes observations that do not specify if the voter was ADM or overseas citizen.



Figure 36. ESB Data Standard Jurisdictions Reported that active duty military members mostly relied on mail ballot transmission, while overseas citizens mostly relied on electronic ballot transmission⁷⁰

Ballot Transmission Timing and Ballot Return Rates

The UOCAVA requires election officials to send out requested blank ballots to voters at least 45 days before every federal election day. This is to provide enough time for UOCAVA voters to receive, complete, and return their ballots by the state deadline. For the 2024 General Election, three-quarters (74.6 percent) of ballot requests were filed before the 45-day deadline of September 21, 2024. Of all the blank ballots transmitted to UOCAVA voters in the ESB participating jurisdictions, most of them (62.9 percent) were transmitted in accordance with the 45-day deadline. Figure 37 shows that those ballots requested farther out but still in 2024 (i.e., 45-plus days before the 2024 General Election) had the highest return rates.

⁷⁰ This graph excludes observations with ballot requests dated after Election Day. Electronic transmission includes email, fax and online. In-person ballot transmission method records were excluded from mail vs. electronic ballot transmission method counts.

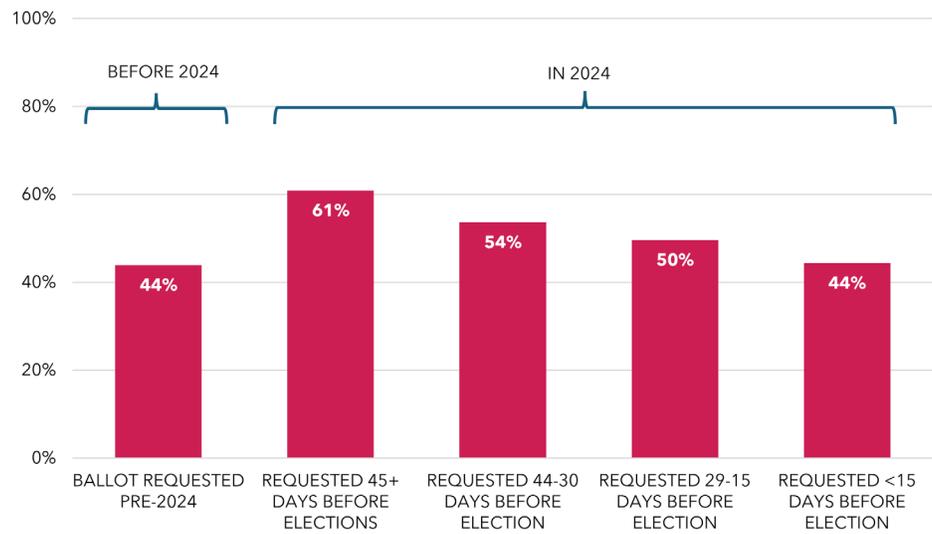


Figure 37. ESB Data Standard jurisdictions reported that among all ballots requested by UOCAVA⁷¹ voters, those requested in 2024 at least 45 days before the Election saw the greatest rate of return

In the 2024 General Election, ballots were returned slightly later than they were in the 2020 General Election. Figure 38 shows the cumulative percentage of ballots received from 45 days before Election Day until 10 days after Election Day for the last three general elections. The earlier ballot return in 2020 could have been linked to COVID-19-related FVAP messaging and voters acting in advance, to ensure their ballots were not affected by COVID-19-related delays and to meet their state’s ballot deadline. In both 2022 and continuing into 2024 General Election, ballot return timing results bounced back to pre-pandemic patterns, with near-identical ballot return trendlines as in 2018.

⁷¹ This graph excludes observations with ballot requests dated after Election Day. It also excludes observations that were rejected due to any of the following reasons: Undeliverable, Voided/Spoiled, and Voter Died. (2024 ballot rejection type records did not have any Voted in Person observations to have excluded here.)

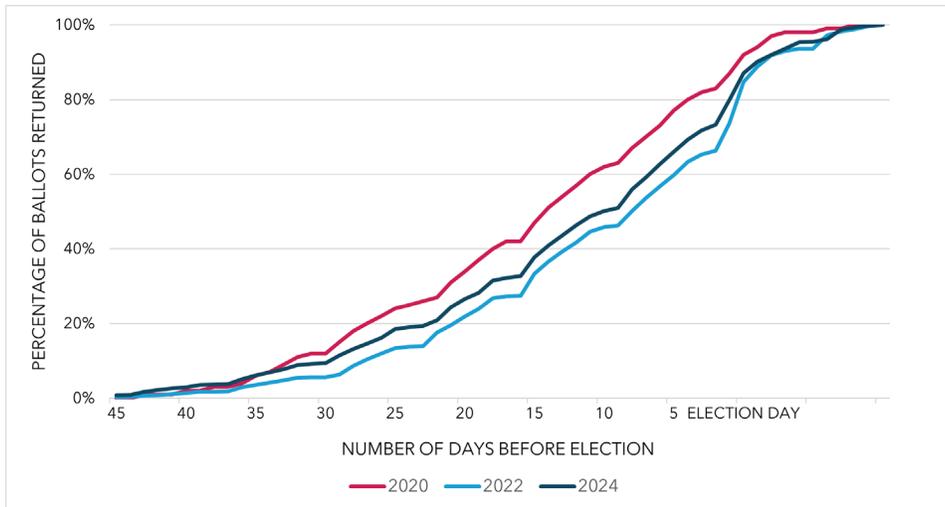


Figure 38. ESB Data Standard states and jurisdictions report that the 2024 General Election's ballot return timing was similar to 2022's, both slightly later than the 2020 General Election

Ballot Return Method

In 2024, electronic and mail ballot return were used at similar rates among states that allowed electronic ballot return. Among these states and jurisdictions, electronic ballot return increased slightly more evenly and gradually than did mail ballot return. In 2022, almost half of the ballots returned electronically were received in the 7 days leading up to Election Day. (See spike in Figure 40.) This steadying of electronic ballot return signified a return to 2020 patterns, where their constant flow was similar to those of mail ballot returns. In 2020 and 2024, regardless of the return mode used, the ballot return flow remained steady, with fewer spikes closer to Election Day. While this data from the dozen reporting 2024 ESB Data Standard states and jurisdictions shows mail ballots only slightly outpacing electronic ballots in states that allowed electronic ballot return, additional data for the year, once available, may show mail returns in greatly outweighing electronic ones as they did in 2022 (see Figures 39 and 40).

⁷² This graph uses data from states and jurisdictions that completed ESB in 2020, 2022, and 2024. The states and jurisdictions included are: California (LA County), Massachusetts, Michigan (Ingham County), New York, Rhode Island, Texas, and Washington.

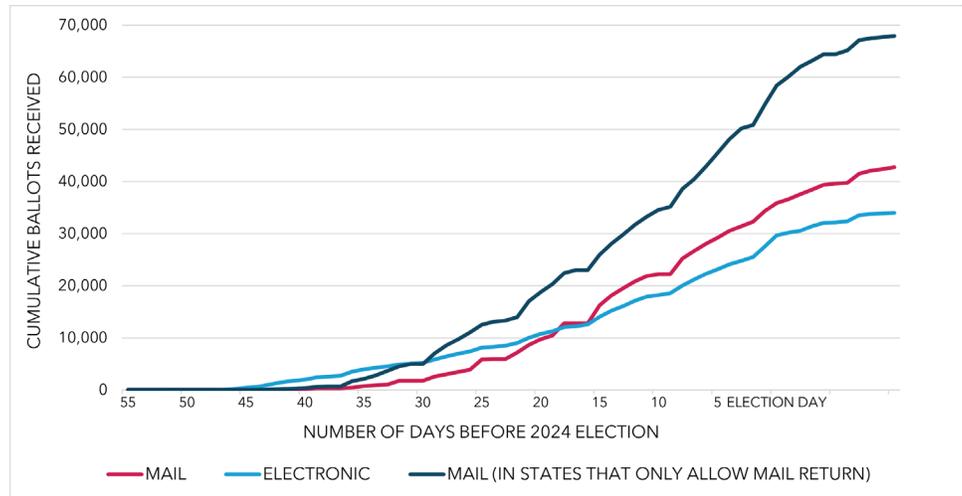


Figure 39. In 2024, electronic and mail ballot return were used at similar rates among states that allowed electronic ballot return. Among these states and jurisdictions, electronic ballot return increased slightly more evenly and gradually than did mail ballot return

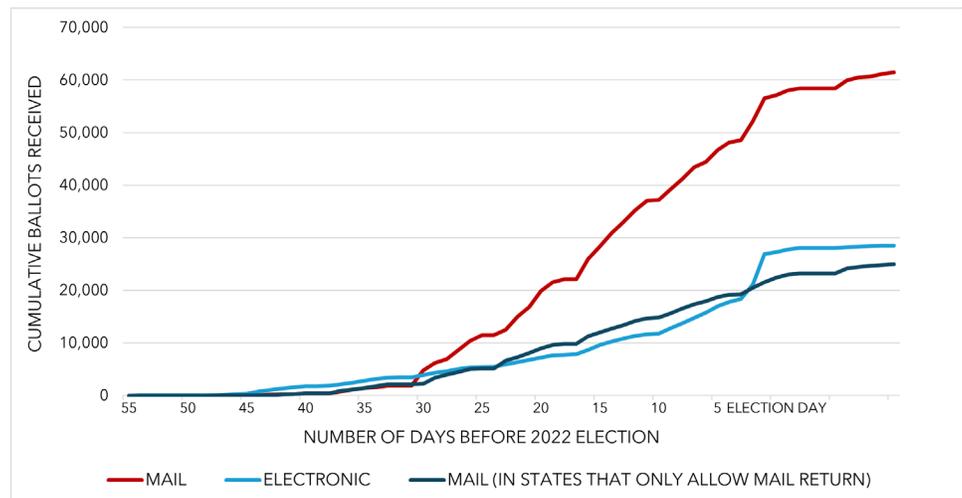


Figure 40. ESB Data Standard states and jurisdictions report that almost half of the ballots returned electronically were received in the seven days leading up to Election Day and that mail ballots made up the bulk of 2022 Election returns

Rejection Rates by Blank Ballot Transmission Method

As seen in Figure 41, the rejection rate for returned ballots was low no matter which mode had been used to transmit the blank

⁷³ This graph displays ballots received between September 11, 2024 and November 15, 2024. Policy on allowed ballot return methods was obtained from FVAP’s Voting Assistance Guide (<https://www.fvap.gov/uploads/FVAP/States/eVAG.pdf>). The states of Colorado, Georgia, Massachusetts, and Rhode Island are not included because they reported the method of ballot return as “untracked” for all records. No jurisdictions were excluded from this analysis for having only “blank” ballot return method records. However, three total records, all from Washington, were excluded from this analysis for containing ballot return date but no ballot return method.

⁷⁴ This graph displays ballots received between September 14, 2022 and November 18, 2022. Policy on allowed ballot return methods was obtained from FVAP’s Voting Assistance Guide (<https://www.fvap.gov/uploads/FVAP/States/eVAG.pdf>). Massachusetts, Ingham County (MI), Georgia, and Rhode Island are not included in this chart because they lacked ballot return method (“untracked” or blank) for all records. Wisconsin is also not included in this chart because their ballot return method records all report either “in-person,” “untracked,” or “blank.” Additionally, 416 total records containing ballot return date but no ballot return method were excluded from this analysis. These records came from the following jurisdiction: Orange County (CA), Delaware, Nebraska, Vermont, and Washington.

ballot. However, ADM had higher levels of ballot rejection for blank ballots that were transmitted electronically compared to those transmitted by mail, while overseas citizens had similar rejection rates for both transmission methods.

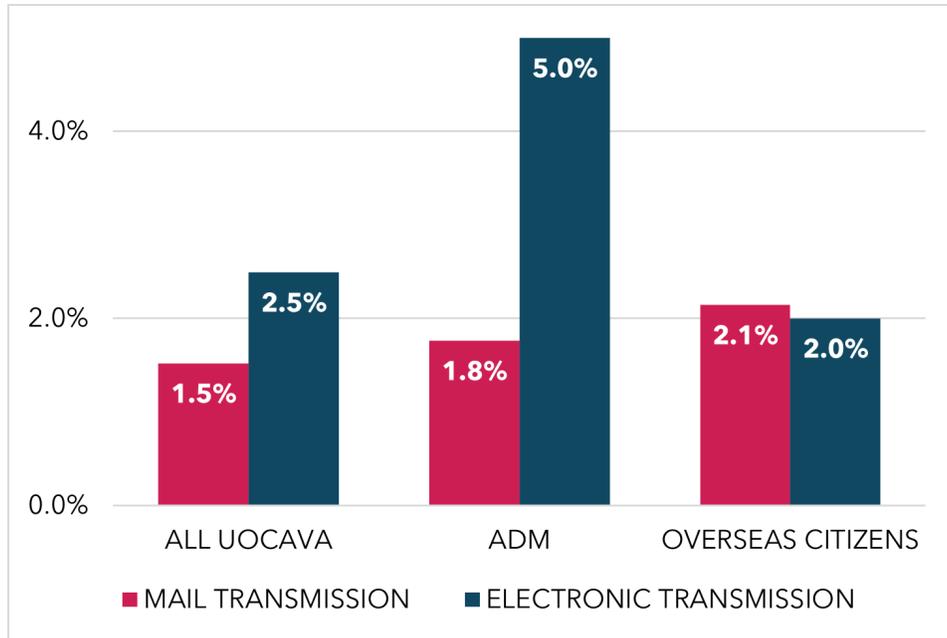


Figure 41. 2024 ESB Data Standard jurisdictions reported that among all ballots transmitted to UOCAVA voters, those sent electronically had the highest rejection rate. This most affected the 2024 Election's ADM voters

This ESB Data Standard further demonstrates the importance of UOCAVA – and states' adherence to its requirements – in support of the absentee voting process for ADM and overseas citizens. It also provides empirical data supporting FVAP's recommendations that UOCAVA voters use the FPCA to register to vote and request an absentee ballot, and that they submit one FPCA at least every election year to ensure their registration data is up-to-date and that they may take advantage of the protections under UOCAVA. FVAP will continue to work with state and local election officials to expand the implementation of the ESB Data Standard and structure reporting processes from election jurisdictions before recommending changes to Section B of the EAVS.

⁷⁵ This graph excludes observations with ballot requests dated after Election Day. It also excludes observations that were rejected due to any of the following reasons: Undeliverable, Voided/Spoiled, and Voter Died. (2024 ballot rejection type records did not have any Voted in Person observations to have excluded here. In-person records were excluded, however, from mail vs. electronic ballot transmission method counts.) Electronic transmission includes email, fax and online. The group "All UOCAVA" refers to voter type records classified as "other" – i.e., records that did not specify if the voter was ADM or overseas citizen.

Cooperative Agreement with the Council of State Governments

In 2023 and 2024, FVAP continued the cooperative agreement with the CSG and its work with the OVI. The collaboration aims to improve the voting process for UOCAVA voters by providing direct interaction with state and local election officials who are best positioned to discuss difficulties, share best practices, and identify emerging trends. This initiative is critical for FVAP engagement with stakeholders in state and local government to explore areas in which FVAP can improve the connection between UOCAVA voters and election administrators.

In 2024, the OVI Working Group consisted of over 20 state and local election officials and was chaired by bipartisan election officials: Secretary of State Paul Pate (R-IA) and Secretary of State Maggie Toulouse-Oliver (D-New Mexico). The OVI Working Group focused on the standardization of UOCAVA administrative data to reduce the post-election reporting burden for state and local election officials, and the exploration and sustainability of UOCAVA balloting solutions. 2023 and 2024 saw several key outputs emerge as OVI:

- Hosted a Working Group meetings in September 2023 in Boston, MA and May 2024 in Chicago, IL. The Boston meeting included a tour of the Boston Office of Elections. The Chicago meeting included a tour of the USPS mail sorting facility and conversation with Chicago and Cook County Boards of Elections. These meetings discussed reports from the Working Group, including recommendations for procurement language, best practices for communicating with UOCAVA voters, and building relationships with military installations and new areas of research.
- Collected transactional-level election data from the states representing more than 33.76 percent of the total UOCAVA population. OVI worked with member jurisdictions to improve their data collection and analysis as well as increase the number of states participating in the EAVS Section B Data Standard data analysis project. OVI also created a series of dashboards for state officials to be able to see the analysis of their specific data.
- In 2024 published "Best Practices for State UOCAVA Webpages," "Best Practice for Emailing Military and Overseas Voters," and "Toolkit: Building Relationships with Local Installations" each focused on improving communications



Chicago International Military Service Center



City of Boston Election Department Tour

with UOCAVA voters and improving UOCAVA voters' access to accurate information about elections. In 2023, published "Process Modeling Pilot" a case study on the exercise conducted with Pennsylvania elections offices. The pilot highlighted how states can work to improve data collection processes and make their UOCAVA processes more efficient and cohesive across the state.

- Generated numerous reports and articles on UOCAVA election processes and provided technical assistance to states on legislation targeting UOCAVA voters. At the request of election officials, CSG.org published articles focusing on the basics of election administration.
- Administer the State-Administered UOCAVA Survey for 2024. The goal of the survey is to reinforce partnerships with local election offices and supporting independent data collection by states and jurisdictions by fielding a customer satisfaction survey among their UOCAVA voters so the election offices could better understand the experiences of this population during the 2024 General Election voting process. The survey is still in the field.

Special Elections in 2023

To provide an assessment of voter registration and participation by Service members, their eligible family members, and overseas citizens, FVAP requested information from the States that conducted special elections for federal office in 2021. FVAP sincerely thanks the States of Virginia and Rhode Island for sharing their UOCAVA ballot transmission data. The following data was provided:

Virginia: A Special General Election for the 4th Congressional District was held on February 21, 2023.

- Of the 26 UOCAVA ballots transmitted, 10 were returned and 10 were accepted.

Rhode Island: A Special General Election for the 1st Congressional District was held on November 7, 2023.

- Of the 80 UOCAVA ballots transmitted, 67 were returned and 62 were accepted.

State Waiver Requests

State Waiver Requests Under UOCAVA, the Department of Justice (DOJ) is the federal agency assigned to enforce the provisions of the statute. During the 2024 election cycle, FVAP and the voting section of the DOJ continued to work cooperatively and coordinate when issues arose related to FVAP's role in administering UOCAVA. During the 2024 election cycle, no waiver requests were submitted.

Assessment of FVAP Activities

In fulfilling FVAP's responsibilities under UOCAVA, FVAP is committed to promoting awareness of the right to vote and working to eliminate real or perceived barriers for those eligible voters who choose to exercise that right. In its 2022 Post-Election Report to Congress, FVAP recommended three areas for action to improve its effectiveness:

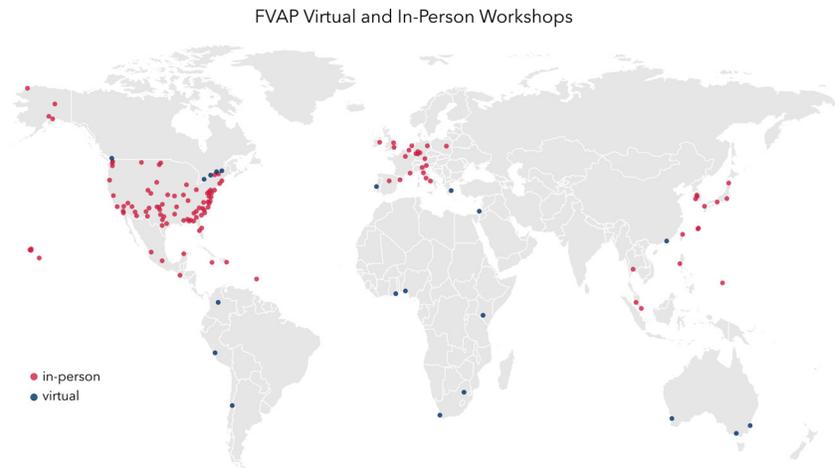
- Reduce barriers for UOCAVA voters to successfully vote absentee.
- Increase awareness about voting absentee.
- Enhance measures of effectiveness and participation.

Using lessons learned from previous election cycles, FVAP expanded its efforts to raise awareness of its resources and reduce obstacles by improving its website, online outreach, and call center support.

Reduced Obstacles to UOCAVA Citizen Voting Success

Voting Assistance Officer Training

A key component to the absentee voting success of Service members and their families is the VAO. Most units are required to have an assigned VAO. The DoD clearly identifies the role of VAOs and their responsibilities within DoD Instruction 1000.04. FVAP provides direct support for these VAOs to ensure they understand the absentee voting process and their responsibilities in carrying out the law and the DoD regulations. Each VAO receives training on how to guide others through the process and use FVAP's provided state-specific tools and resources. In a typical election cycle, VAO training is offered online through FVAP's dedicated training website and through both in-person and live virtual workshops conducted by FVAP staff.



Locations of in-person and virtual workshops conducted by FVAP in 2024

FVAP worked with Service VAOs from the Army, Navy, Air Force, Marine Corps, Coast Guard, and Department of State to schedule in-person VAO training workshops at military installations domestically and select installations and diplomatic posts around the globe where high populations of U.S. citizens resided in support of the 2024 General Election. One hundred and twenty workshops were conducted in person and 13 virtually (132 combined).

FVAP adapted the alternative training content created in 2020 for the 2022 and 2024 virtual presentations. These modified VAO training sessions provided an additional option for live questions and answers by FVAP personnel. FVAP provided these training sessions through a variety of virtual meeting platforms available to, and set up by, the host VAOs. These workshops were able to successfully train VAOs.

Through this combination of timely in-person and virtual workshops, FVAP trained 2,918 VAOs across the five Services and the Department of State, a higher number than in 2020. The Assessment of FVAP Activities score among participating in-person attendees was 4.6 (on a scale from 1.00 to 5.00, with 5.00 being the highest rating).

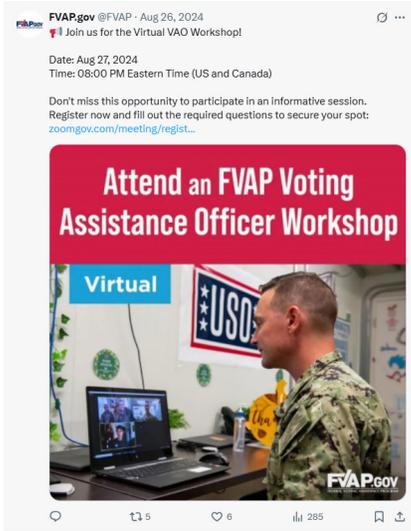
VAOs also preferred in-person trainings over online or virtual trainings in 2024. The preference for VAOs for in-person trainings remained constant with 2020. Except for the Marine Corps, this trend was seen regardless of whether the respondent was a UVAO or an IVAO. Further results from the 2024 PEVS-VAO



FVAP staff member presenting in Guadalajara



The Nevada Deputy Secretary of State for Elections addresses VAOs at an FVAP led workshop at Nellis AFB



show that respondents ranked FVAP in-person trainings as the most useful of all provided trainings (94 percent). The virtual trainings provided by FVAP and the online training (provided all year round) were found to be 84 percent and 83 percent useful respectively, a ten-percentage point decrease in comparison to the in-person training.⁷⁶ Respondents cited a hands-on learning experience and the better quality of the training as the two primary reasons for their preference selection.⁷⁷

Further, VAOs who attended a training also indicated that they were either 'confident' or 'very confident' in performing their role. Overall, respondents who attended an in-person (88 percent) or Service training (91 percent) had higher levels of confidence than those who attended the online (79 percent) or virtual training options (82 percent).⁷⁸

While post-workshop surveys of the trainings showed that FVAP successfully accomplished its objective, it is important to identify the impact the balance struck again in 2024 between providing the best support possible versus those opportunities that remain the most effective means of conducting training. Based on the overall satisfaction scores and learning assessments from 2024, in-person VAO workshops remain the most effective. This effectiveness is demonstrated by the interactive learning mode itself, as well as the additional benefits of having FVAP staff provide direct guidance to VAOs. This is seen in the ability of FVAP staff to see first-hand and provide guidance to installation voting assistance programs and identify further areas for support. Additionally, onsite FVAP personnel can assist state and local election officials in establishing a direct connection with installation command, public affairs, and the voting assistance community structure.

Moving forward, FVAP will continue to leverage virtual VAO trainings to supplement and enhance the impact of in-person training efforts. The 2024 election cycle demonstrated the capacity for the FVAP team to offer additional training mediums and offer support closer to the November election. Virtual VAO trainings for the 2024 election cycle continued into the fall of 2024 once most in-person workshops concluded, allowing new VAOs to receive the needed instruction to successfully perform their role.

⁷⁶ 2024 PEVS-VAO, Q14; 2020 PEVS-VAO, Q14
⁷⁷ 2024 PEVS-VAO, Q16; 2020 PEVS-VAO, Q16
⁷⁸ 2024 PEVS-VAO, Q11, Q18

FVAP.gov Website Metrics

FVAP.gov is an intuitively structured site with online assistants that guide users through completion and submission of the FPCA and the FWAB. The site offers educational materials directly to voters, and those who assist voters, to help simplify the UOCAVA voting process. FVAP.gov directs users to state websites offering online voter registration and ballot request features. It also provides election news, state-specific voting deadlines, requirements, and contact information for FVAP, LEOs, voting assistance offices, and stakeholder organizations. Web metrics for FVAP.gov in 2024 indicate the site slightly increased engagement compared to 2020, with a 35.4 percent increase in page views and a 20.6 percent increase in users. Engagement⁷⁹ in 2024 was higher than in 2020 by 31 percent on average in the first part of the year, with engagement tapering to seven percent less than in 2020 at the end of the year.

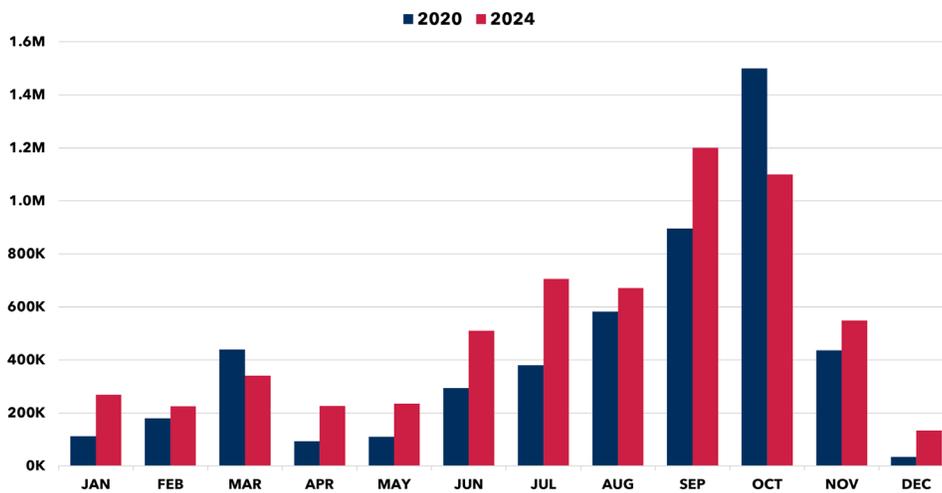


Figure 42. Total FVAP.gov sessions during 2020 and 2024

To assess the effectiveness of its website, FVAP tracks four desired actions, or “conversions,” that website users might take during a session on FVAP.gov:

- Using the FVAP.gov online assistant for the FPCA
- Using the FVAP.gov online assistant for the FWAB
- Downloading a PDF of the FPCA
- Downloading a PDF of the FWAB

These conversions indicate a first step toward offline target behaviors – registering to vote, requesting a ballot, and returning

⁷⁹ Engagement here is new users

31%

OF VISITS TO FVAP.GOV RESULTED IN CONVERSIONS

IN THE TOP 10%

The conversion rate was higher compared to 2022 and in the top 10% of conversion rates for high-traffic sites.

Thirty-one percent of visits to FVAP.gov resulted in conversions

a voted ballot. The results of FVAP’s push-to-web efforts in 2024 had an overall conversion rate of 31 percent, which falls within the top 10 percent of conversion rate benchmarks for websites that are deemed “high traffic.” Total website visits also increased by 20 percent from 2020.

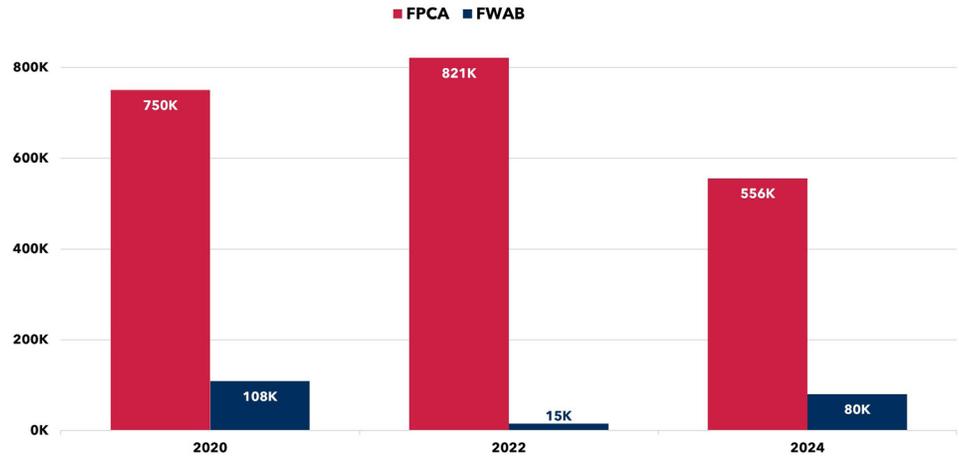


Figure 43. Total FPCA and FWAB transaction on FVAP.gov, 2020-2024

In 2024, 555,740 FPCAs were downloaded, and 79,990 FWABs were downloaded in the same period. This is nearly a 22 percent decrease in FPCA downloads and nearly a 21 percent decrease in FWAB downloads on FVAP.gov in 2024 compared to 2020. Regarding users completing their forms to register to vote, request a ballot, or complete a backup ballot using the FPCA or FWAB online assistant on FVAP.gov, there was a 63 percent completion rate and 50 percent completion rate, respectively. The largest drop off for FPCA starts came at the point of entering personal information (13 percent abandonment rate for this step). States responding to the EAC’s 2024 EAVS reported receiving 28,140 FWABs from UOCAVA voters in 2024 versus 33,027 FWABs received in 2020. It does not appear the decrease in FWAB downloads or usage were due to any technical or availability issues and may be attributable to a combination of greater success in voters receiving ballots directly from their states and lower interest in the 2024 election than in 2020.

Using the online assistance tools, it took users, on average, 8.19 minutes to complete the FPCA and 10.18 minutes to complete the FWAB (target time for completion is 15 minutes or less). The completion time for the FPCA is an improvement from 2020, when voters required 9.04 minutes and the FWAB time has negligibly increased from 10.04 minutes. FVAP will continue to assess usability enhancements within its form completion

process. The online assistants are important resources as they provide voters with full state-specific completion and submission instructions and prevent visitors from omitting information that could result in their application or ballot being rejected by the election office. While FVAP.gov is the official federally supported program website required by federal law to support the implementation of UOCAVA, the Department recognizes and appreciates other organizations that assist FVAP voters worldwide.

Voting Assistance Center

FVAP's Voting Assistance Center provides phone, email, and fax support to UOCAVA voters and those who assist them, including VAOs, election officials, academic institutions, nongovernmental organizations, and stateside family members. FVAP provided continuous business-hours customer service throughout the election cycle, with expanded coverage on Election Day and during special elections.

Key observations on the performance of the call center in 2024 include:

- FVAP responded to over 36,141 inquiries, representing a decrease of 17 percent in phone call and email volume as compared to the 2020 presidential election.
- The call center achieved a customer satisfaction survey rate of 4.4 out of five with a customer service survey response rate of 10 percent.

Also in 2024, email-to-fax service usage decreased by over 41 percent from the 2020 election and supported a total of 14,319 transactions between October 1, 2024, and November 8, 2024. UOCAVA customers use FVAP's email-to-fax service when they need to fax their official ballot, FWAB, or FPCA to their election office and do not have access to a fax machine. FVAP transmits voting documents only to states that allow the use of fax machines but not email, as voters can email directly. UOCAVA voters emailing documents that do not meet this criterion are provided instructions on how to transmit their voting documents directly to their election office based on their state's guidelines.

The DoD terminated the DoD Fax Service as of August 1, 2025. The FVAP fax service, initially established as an ad hoc solution during Operation Desert Shield in 1990, helped facilitate absentee ballot return for UOCAVA voters. While never a

statutory requirement for the Department, it continued to serve as a voting option, although with diminished capabilities and only in a few states, through 2024. All states allow for return of the voted ballot by mail and options are available in many states for transmission of voted ballots.

Expanded UOCAVA Voter Awareness and Outreach Initiatives

Efforts to Increase Awareness

In 2024, FVAP continued to build upon research-based strategies that proved successful in 2020 and 2022 to increase brand recognition and raise awareness of FVAP resources, including positioning FVAP.gov as the leading official source of absentee voting information for the military, their families, and overseas citizens. These strategies included:

- Using behavior-based strategies which include acknowledging citizens who want to vote, but require assistance due to real or perceived challenges.
- Focusing on the process steps that specific UOCAVA audiences found most problematic.
- Encouraging voters to act earlier to avoid missing deadlines.
- Increasing the number of UOCAVA voters reached through advanced data science techniques.
- Expand the range of communication tactics employed to reach voters online, in their homes, in their communities, and through trusted organizations and individuals with carefully timed, repetitive messages about how and when to take each step in the voting process.

Specific tactics used in 2024 based on lessons learned and stakeholder recommendations included:

- Additional emphasis on UOCAVA citizens who lag in knowledge and ability (18-24-year-old active duty military members and “would-be” voters).
- Information and resources with a customer service orientation to guide a voter throughout the entire absentee voting process.
- Access to tools that simplify the FPCA and FWAB.

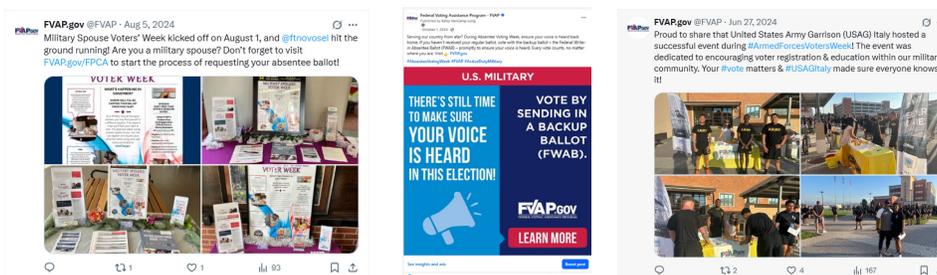
Throughout 2024, FVAP communicated the key message that ADM, their eligible family members, and overseas citizens can

vote in federal elections from anywhere. "Americans can vote. Wherever they are." FVAP adjusted its messaging to coincide with the overall election calendar itself and address each step of the voting process for UOCAVA voters. Messaging in 2024 continued to put greater emphasis on using an FPCA (to identify oneself as a UOCAVA voter to state and local election offices), highlighting trusted and accurate sources of election information including that use of an FPCA will ensure the state ballot will be sent at least 45 days before an election, clarifying state voting residency guidelines, and using the FWAB as a backup ballot.

FVAP's integrated marketing communications campaign achieved its goals of engaging UOCAVA voters through a combination of advertising, news media, social media, and direct outreach. The campaign was focused on driving voters to FVAP.gov and encouraging voters to use the online assistants or downloadable forms to complete the FPCA and FWAB for submission to their election office.

Organic (Unpaid) Social Media

FVAP implemented a strategic social media plan across popular platforms such as Facebook, X (formerly Twitter), YouTube, LinkedIn, and Instagram. The timing and content of posts were designed to ensure these platforms were fully integrated into the overall outreach campaign and to maximize engagement with voters (both prospective and active) and other organizations with large audiences of U.S. citizens covered by UOCAVA by leveraging targeted messaging, visual storytelling, and personal touch by showcasing FVAP representatives at events and workshops.



Facebook posts from Armed Forces, Military Spouse, and Overseas Citizen Voters Week

Each of FVAP's organic social media channels reached a specific audience or mix of audiences. Facebook and Instagram typically reached UOCAVA voters directly; X reached voters and stakeholders who could inform voters, including partners such as

U.S. embassies and consulates; and LinkedIn reached influencers like state and local election offices as well as VAOs.

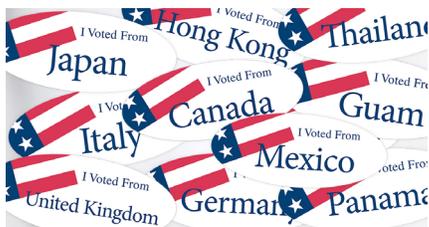
In 2024, organic social media had an overall follower count of 71,258 with 42,000 of those being followers on Facebook and 25,000 followers on X. Facebook remains the platform that allows FVAP to reach the largest number of potential UOCAVA voters organically. Instagram saw increased engagement and followers due to an increased interest in short-form media. Although Facebook had more followers, Instagram and Facebook had very similar impressions at 3.38 million and 3.93 million respectively. Overall impressions on all social media platforms in 2024, was 7.3 million, slightly higher than 2020 (6.5 million).

The “I Voted” digital stickers continued to perform well in the 2024 election cycle. The “I Voted” sticker continued to be the top performing post on Instagram with almost 7,000 impressions. Overall, “Call to Actions” (CTAs) continue to be the best performing posts across all social media platforms. These posts include actionable information and give voters a chance to interact with FVAP’s platforms.

Taking into consideration the trend of 18- to 29-year-olds migrating away from social media channels like Facebook and toward channels like Snapchat, YouTube, and Instagram; in 2024 the media campaign carried out targeted ads on Snapchat to specific U.S. locations, combining that with age filters, FVAP was able to reach active duty military and their eligible family members where they’re stationed.

Paid Media

To raise awareness of FVAP’s absentee voting materials and services for active duty personnel, their families, and overseas citizens, FVAP placed paid advertising in several mediums that proved to be successful in past election cycles. FVAP’s advertising in 2024 was primarily on digital platforms strategically targeting UOCAVA voters. These platforms included social media, geo-targeting, programmatic, and niche publications. FVAP combined these placements with similar ones that appeared on, *recurrent*, which provided banner displays across Task & Purpose, We Are The Mighty, platforms popular among military members and their families, as well as on *The Local*, which is used across Europe and on *expat.com* which featured a branded article to increase awareness and provide actionable absentee voting information. The paid campaigns’ impressions (the number of



Examples of the “I Voted” sticker available on FVAP.gov

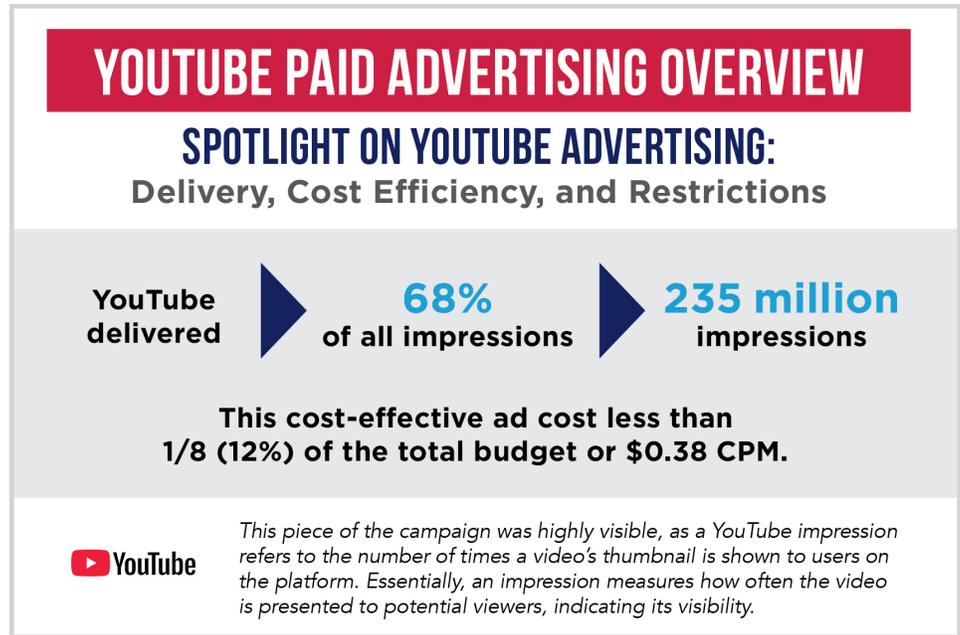
times the ads are displayed) increased from 89.5 million in 2022 to over 340 million digital impressions.

In 2024, FVAP's media campaign generated 2.7 million sessions at FVAP.gov, which was 1.2 million higher than 2020. The campaign focused on awareness and reach, which helped lay a strong foundation. As goals evolved mid-campaign to prioritize conversions, FVAP shifted the approach accordingly - optimizing both targeting and ad performance to drive site actions. The multi-layered targeting strategy combined direct audience targeting with interest-based approaches, ensuring comprehensive coverage across platforms and touchpoints while maintaining message consistency.

Sessions generated by paid media made up nearly 34 percent of all visits to FVAP.gov in 2024 compared to 21 percent in 2020. Additionally, traffic to FVAP.gov from paid sources spiked during key periods in the absentee voting process. These key periods were just before the recommended August 1 deadline to submit an FPCA, the 45-day mark when ballots went out before the election from the states, the recommended October 24 ballot return deadline for overseas UOCAVA voters, the October 31 ballot return deadline for stateside military, voter emphasis weeks, and National Voter Registration Day (September 19th).

YouTube advertising was the most cost-effective amongst all social media platforms in 2024. Even though YouTube accounted for less than a quarter of the paid media budget, it generated over half of all resultant advertising impressions (more than 230 million impressions⁸⁰), reaching some individuals several times with information about FVAP's voting resources.

⁸⁰ Impressions here indicates how often your video's thumbnail is displayed, not necessarily how many times it was clicked or watched and refers to the number of times a video's thumbnail is shown to users on the platform.



CPM refers to cost per thousand impressions. It is a standard measure of cost efficiency for advertising

In 2024, Meta continued political advertising restrictions affecting the Facebook and Instagram platforms. FVAP and its messaging is nonpartisan, but the inclusion of election-related keywords in its advertising, such as “voting” and “ballot,” caused this advertising to fall under a political classification according to the platforms’ rules. Due to this obstacle, FVAP was unable to target some of the potential UOCAVA voters as successfully as in past elections. Meta did, however, continue to increase FVAP’s visibility on the Facebook and Instagram platforms through their Voting Information Center (VIC) started in 2020. To provide more succinct and helpful information to voters in 2024, Facebook redirected the shared link for FVAP.gov from the Voting Assistance Guide page to the FVAP.gov homepage. FVAP was able to target domestically, including active-duty military and their families, just not to overseas citizens.

Shared Media and Organizational Outreach

FVAP’s integrated strategic communication approach in 2024 leveraged its wealth of data to a broad network of key stakeholders to reach UOCAVA voters through interaction with organizations and individuals who support military and overseas citizens with the absentee voting process. These organizations reached multiple segments of UOCAVA voters. They included the Services, State and local election offices, other federal agencies, voting advocacy groups, embassies and consulates, federal and

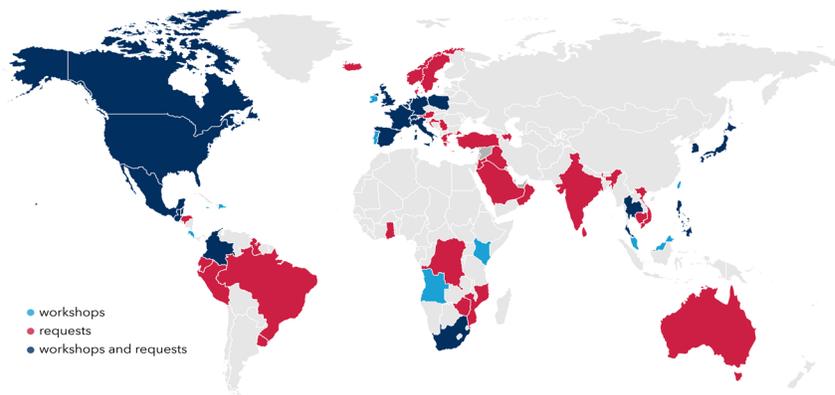
private-sector employers overseas, educational institutions, and online channels focused on military or overseas citizens. In 2024, outreach was expanded to include multiple different military spouse organizations such as Secure Family Initiatives (SFI) and the Interagency Mil Spouse and Family Employee Group. These groups were briefed on FVAP and the resources provided for military spouses and eligible dependents.

Collateral Materials

In 2024, FVAP distributed 30,653 hard copy FPCAs and FWABs, as well as 196,473 pieces of other educational and outreach materials. These materials were sent directly to stakeholders and voters in 66 countries and on 120 military installations worldwide. Despite the increased use of digital mediums, hard copy materials continue to be in demand by FVAP stakeholders and voters. This demonstrates the continued value of hard copy materials to end-users and the need for FVAP to provide them. To address the needs of UOCAVA voters, FVAP also created a postage paid envelope to ensure that those returning their absentee voting materials by mail, had everything needed to be successful. Envelopes were initially mailed out to over 175 State Department posts and will also be distributed to IVA Offices in preparation of the 2026 election cycle.



IVAOs at Fort Buchanan pose next to one of FVAP's "VAO in a Box" during the 2024 election cycle



Locations where FVAP shipped collateral materials in 2024

FVAP expanded its "VAO in a Box" locations to reach Service members and their eligible family members at United Service Organizations (USO) airport locations. FVAP sent a "VAO in a Box" to over 165 locations both in the United States and outside of the country.

Digital Media Content Toolkits

FVAP updated its downloadable, digital toolkits designed for use by embassies and consulates, the military Services (one for military members and a separate one for spouses and family members), human resource professionals who work with overseas citizens, and election offices for 2024. The kits now include options for U.S. citizens studying abroad and military spouses and eligible dependents which all contain customizable shared sample content for publication on digital channels like websites, blogs, social media, email, and other channels. FVAP also improved these toolkits for the 2024 election cycle by including content geared for individuals with no computer graphics experience and templates for VAOs to use in promoting voting assistance events.

Military OneSource Podcast Collaboration Series:

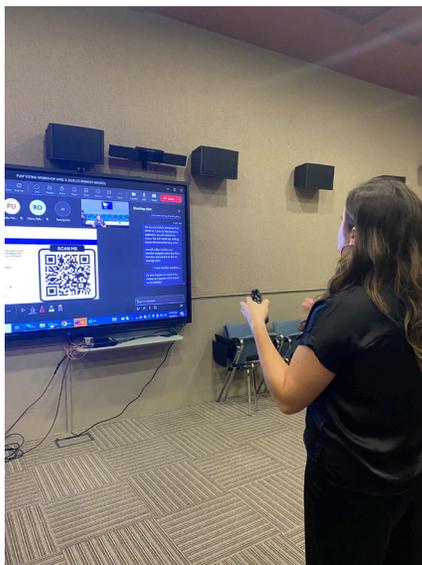
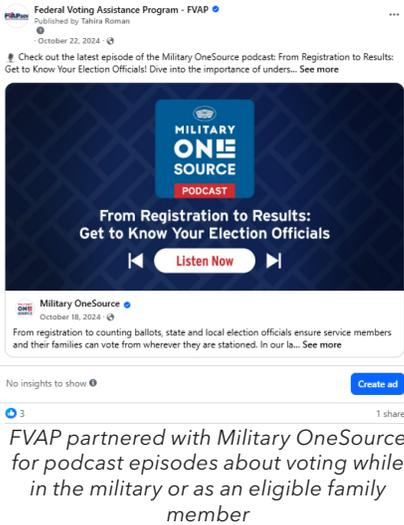
To continue outreach to UOCAVA voters, FVAP did a series of episodes with Military OneSource to connect with military voters and their eligible family members. The series included four podcasts ranging on topics such as voting while in the military, a conversation with National Association of Secretaries of State (NASS), military spouses, and absentee voting information from state election officials and local election officials.

Virtual Engagement

In 2024, FVAP held six virtual town halls and virtual VAO workshops to engage with partners and voters to provide custom voting assistance in the months leading up to the election. Overall, the engagement was well received with FVAP assisting over 100 VAOs as well as members from various overseas voting organizations.

Direct Marketing

Section 20305(a)(2) of Title 52, U.S.C., requires that FVAP notify all Service members of election dates and how to vote absentee in the months leading up to each election for federal offices. Based on this requirement, FVAP sent out monthly email notifications to all ADM from December 2023 to December 2024. In 2024, among VAOs who used voting alerts, 86 percent considered the voting alerts useful, a significant 14-percentage point increase from 2020 (72 percent) and VAOs' perceptions of the usefulness of the voting alerts significantly increased for every Service



FVAP staff member conducts a virtual workshop during 2024

except for the Marine Corps compared to 2020.⁸¹ Embassy and consulate VAOs also received these monthly email notifications and disseminated the information to in-country U.S. citizens through their Message Alert System for Citizens Overseas Tool.

EO Newsletter

FVAP emailed election officials a quarterly newsletter that detailed research data findings, UOCAVA election tips, general FVAP updates, and enhancements to election official and voter resources. To ensure voters were able to communicate directly with their LEOs, FVAP also contacted election offices requesting any updates to their posted contact information in the directory on FVAP.gov and posted reminders on social media platforms of updating their contact information with FVAP.

QR Codes

For the 2024 cycle, FVAP integrated QR codes into its existing marketing materials. The QR codes were placed in key outreach materials to ease direct access to FVAP.gov and important information for voters. As an example, QR codes are placed at the end of every state section in Chapter 2 of the Guide, leading to contact information for election officials. QR codes are also integrated into FVAP presentation slides and fact sheets which have been well received.

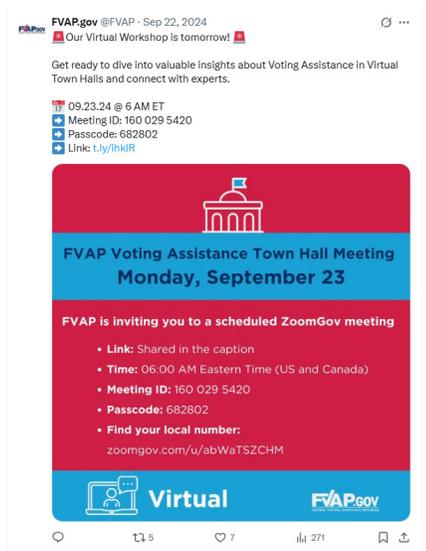


Scan me

Voting Assistance Ambassadors

FVAP's post-election surveys of ADM and overseas citizens show real and perceived obstacles to absentee voting for those living overseas. FVAP staff conducting voting assistance workshops are in a geographic area interacting with Service members and U.S. citizens for 24-48 hours before heading to the next workshop destination. To offset the inability of FVAP staff to provide longer-term direct outreach in geographic areas with high concentrations of military personnel, their families, and

⁸¹ 2024 PEVS-VAO, Q32, Q34, Q35; 2020 PEVS-VAO, Q32, Q34, Q35.



Promoting a virtual town hall in 2024



Sample newsletter for election officials

U.S. citizens around the globe, FVAP ran a Voting Assistance Ambassador pilot program in 2020. The successful program continued in 2022 and 2024 to provide consistent local activities, materials, and customer service specific to those areas. The structure for the pilot program during 2024 consisted of three part-time term employees located in London, Frankfurt, and Tokyo. These locations were chosen based on FVAP survey and military installation data.

The Voting Assistance Ambassadors maintained a social media presence bolstered by the FVAP team. They ran successful online platforms and developed and carried out robust region-specific social media plans via Facebook and Twitter. FVAP created original content as well as promotional graphics to support various outreach initiatives, including in-person informational sessions, Facebook Live events, and virtual voting assistance. The Voting Assistance Ambassadors grew their reach throughout the year by attending events on military installations and U.S. embassies and consulates, joining online U.S. citizen groups, assisting voters at events catered to U.S. citizens, growing online social media followers, and making new connections to expand the local absentee voting assistance networks.

The Ambassadors assisted 2,316 UOCAVA voters (1,813 overseas citizens) between in-person events and virtual assistance (e.g., emails or online events). A total of 1,217 FPCAs were distributed either in hard copy or PDF format. An additional 1,101 voters were directed to FVAP.gov to use the online assistant.

FVAP found the pilot program to be successful in supporting military personnel, their family members, U.S. government employees overseas, and U.S. citizens not directly affiliated with the U.S. government. FVAP was able to glean specific country-level obstacles faced by UOCAVA voters, as well as provide effective localized support and create collaborative opportunities with FVAP stakeholders, including the Military Services, the Department of State, and U.S. citizen organizations. The Ambassadors' ability to assist voters in the same time zone was also a real benefit.

Study on Improvement of Access to Voting for Members of the Armed Forces

Section 598 of the James M. Inhofe National Defense Authorization Act (NDAA) for Fiscal Year 2023 (Public Law 117-



FVAP London Ambassador assisting absentee voters at RAF Blenheim Crescent

263) required the FVAP Director to conduct a study on means of improving access to voting for members of the Armed Forces overseas. The study was sent to Congress and the report results affirmed DoDI 1000.04 requirements for dedicated physical office space for their IVA offices, computer and printer access for those seeking voter assistance with the IVA office, and physical copies of the FPCA and FWAB. Installation voting assistance staff agreed the offices should be in a welcoming, centralized, and consistent place for a Service's installations, aboard ship, and other bases of operation. Importantly, a "one-size-fits-all" solution across the Military Services would not be effective in closing gaps that may exist with voting assistance. Voting Assistance leadership across the Military Services believe that creating a dedicated budget for the IVA office and its personnel, equipment, and materials would provide flexibility in accordance with their existing Service structures, without disrupting current staffing levels.

Conclusion

FVAP demonstrated key progress in the following areas from its 2022 recommendations:

- In 2024, FVAP distributed 30,653 hard copy FPCAs and FWABs as well as 196,473 pieces of other educational and outreach materials to voters in 66 countries and 120 military installations worldwide.
- Web metrics for FVAP.gov in 2024 indicate site engagement slightly increased over 2020, with a 20.6 percent increase in users, and a 35.4 percent increase in page views.
- Sessions generated by paid media made up nearly 34 percent of all visits to FVAP.gov in 2024, compared to 21 percent in 2020.
- FVAP personnel conducted VAO training workshops, both virtually and in-person, at 132 locations representing 82 U.S. military installations and 44 U.S. embassies and consulates in 29 countries.
- VAOs' overall workshop satisfaction score was of 4.6 out of 5. VAOs overall preferred these in-person workshops.
- FVAP continued the enhancement of its EVAM to track effectiveness and identification of best practices for VAO responsibilities at installations across the Services.
- FVAP leveraged the CSG's efforts to implement a standard data reporting format for states to assess voter success transactionally and increase effective use of federally required data. The data collected from states and

jurisdictions as part of this effort represents 33.76 percent of the UOCAVA voter population as of May 1, 2025.

- Thirty one percent of visits to FVAP.gov resulted in a “conversion,” which falls in the top 10 percent of conversion rate benchmarks for high-traffic internet sites. This is similar to the conversion rate in 2020 (30.51 percent)
- FVAP responded to over 36,141 inquiries directly from U.S. citizens by phone, email, and fax.

FVAP’s activities fulfill the Secretary of Defense’s responsibilities under UOCAVA. These activities raise awareness of the right to vote among UOCAVA citizens and seek to reduce or eliminate barriers for those who choose to exercise that right. FVAP’s 2024 activities made important advancements toward implementing the recommendations in FVAP’s 2022 Report to Congress

Recommendations for the 2026 Election Cycle

The activities that FVAP performed in 2024 aligned with the advancement of its strategic goals and will remain the areas of focus in upcoming election cycles along with these specific initiatives within each area for the 2026 election cycle:

Goal 1: Be a highly valued customer service program to all UOCAVA voters, VAOs, and election officials.

- Continue engagement with state and LEOs to ensure awareness of their responsibilities under federal law.
- Continue outreach briefings and training on Part 233 of Title 32, Code of Federal Regulations, for Federal agencies regarding U.S. citizen services in preparation for the 2024 election cycle to include U.S. Public Health Service Commissioned Corps, the National Oceanic and Atmospheric Administration Commissioned Corps, and members of the Merchant Marine.
- Educate states on how to enhance their UOCAVA voter interactions and success through implementation of recommendations based on the CSG’s OVI recommendations. These include avenues of communications with military installations in the state and the exploration of digital signature use for absentee voting where allowed by state law.
- Leverage the CSG’s ongoing work to expand implementation of a national data standard in partnership with the U.S. EAC to more effectively collect required election data while

reducing the states' reporting burden.

- Utilizing training experiences from previous election cycles, FVAP will continue to augment in-person sessions with virtual meetings for UOCAVA voters in 2026, providing live platforms for voters to ask questions and receive absentee voting training and guidance.

Goal 2: Reduce obstacles to UOCAVA voting success.

- Continue to review and update, as necessary, the FPCA and the FWAB to focus on core federal and state eligibility requirements to ensure usability nationwide and maximize protections codified under UOCAVA.
- Provide an election materials mailing envelope, postage free in the U.S. Mail, for UOCAVA voters who have printed materials to send to their election office. The envelope, prepositioned at IVA Offices and U.S. embassies and consulates, is used by voters who printed forms from FVAP.gov or printed ballot packages for return to their election office.
- Maintain continued alignment across the DoD enterprise to support Military Service-level voting assistance programs.
- Expand use of virtual training opportunities to support VAOs and other stakeholders throughout the calendar year, especially near the general election.
- Utilize the EVAM at regular intervals during the election cycle to track VAO responsibilities across the Services, increase voting program effectiveness, and ensure awareness of impactful practices.

Goal 3: Increase UOCAVA voter awareness of available tools and resources.

- Continue to use paid, earned, shared, and owned media and social media outlets to focus on population segments who are not aware of their right to vote absentee and increase awareness of the available resources through FVAP.gov, especially first-time absentee voters.
- Continue expanded outreach efforts to military spouses and dependents in 2026 with Military Spouse Voters Week, relationships with spouse organizations, and targeted messaging specific to the needs of spouses.
- Create and effectively distribute innovative informational and training content that resonates with all UOCAVA voters.

Glossary

A

ADM active duty military
ADSS Active Duty Spouse Suvery
AFFIRST Air Force Family Integrated Results and Statistical Tracking

C

CSG Council of State Governments
CVAP citizen voting age population

D

DAF Department of the Air Force
DoD Department of Defense
DoDI Department of Defense Instruction

E

EAC Election Assistance Commission
EAVS Election Administration and Voting Survey
EVAM Effective Voting Assistance Model
ESB EAVS Section B

F

FPCA Federal Post Card Application
FVAP Federal Voting Assistance Program
FWAB Federal Write-In Absentee Ballot

G

Guide Voting Assistance Guide

I

IVA Installation Voter Assistance
IVAO Installation Voting Assistance Officer

L

LEO local election official

M

M&FRC Military and Family Readiness Center

MOU

Memorandum of Understanding

MPA

Military Post Activity

MPO

Military Post Office

MPS

Military Postal Service

N

NCOA

National Change of Address

NVRA

National Voter Registration Act

NVRF

National Voter Registration Form

O

OCPA

Overseas Citizen Population Analysis

OCPS

Overseas Citizen Population Survey

OVI

Overseas Voting Initiative

P

PEVS-ADM

Post-Election Voting Survey-Active Duty Military

PEVS-OCPS

Post-Election Voting Survey - Overseas Citizen Population Survey

PEVS-SEO

Post-Election Voting Survey-State Election Officials

PEVS-VAO

Post-Election Voting Survey - Voting Assistance Officers

S

SEO

state election official

SVAO

service voting action officer

U

UAA

undeliverable as addressed

UOCAVA

Uniformed and Overseas Citizens Absentee Voting Act

U.S.C.

United States Code

USPS

U.S. Postal Service

UVAO

unit voting assistance officer

V

VAO

voting assistance officer

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