

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 4554-18  
Bill No.: Truly Agreed To and Finally Passed SS #2 for SCS for HB 1631  
Subject: Elections  
Type: Original  
Date: June 2, 2016

Bill Summary: This proposal modifies provisions of law relating to voter identification.

**FISCAL SUMMARY**

<b>ESTIMATED NET EFFECT ON GENERAL REVENUE FUND</b>			
FUND AFFECTED	FY 2017	FY 2018	FY 2019
General Revenue	\$0 to (Could Exceed \$2,161,119)	\$0 to (Could Exceed \$11,010,835)	\$0 to (Could Exceed \$1,793,303)
<b>Total Estimated Net Effect on General Revenue</b>	<b>\$0 to (Could Exceed \$2,161,119)</b>	<b>\$0 to (Could Exceed \$11,010,835)</b>	<b>\$0 to (Could Exceed \$1,793,303)</b>

<b>ESTIMATED NET EFFECT ON OTHER STATE FUNDS</b>			
FUND AFFECTED	FY 2017	FY 2018	FY 2019
Children's Trust*	\$0	\$0	\$0
Endowed Care Cemetery Audit*	\$0	\$0	\$0
MO Public Health Services*	\$0	\$0	\$0
Highway*	\$0	\$0	\$0
<b>Total Estimated Net Effect on <u>Other</u> State Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

\*Transfers In and Losses net to zero.

Numbers within parentheses: ( ) indicate costs or losses.

This fiscal note contains 19 pages.

<b>ESTIMATED NET EFFECT ON FEDERAL FUNDS</b>			
FUND AFFECTED	FY 2017	FY 2018	FY 2019
<b>Total Estimated Net Effect on <u>All</u> Federal Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

<b>ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)</b>			
FUND AFFECTED	FY 2017	FY 2018	FY 2019
General Revenue	0 FTE	0 or 10 FTE	0 or 4 FTE
<b>Total Estimated Net Effect on FTE</b>	<b>0 FTE</b>	<b>0 or 10 FTE</b>	<b>0 or 4 FTE</b>

Estimated Net Effect (expenditures or reduced revenues) expected to exceed \$100,000 in any the act.

<b>ESTIMATED NET EFFECT ON LOCAL FUNDS</b>			
FUND AFFECTED	FY 2017	FY 2018	FY 2019
<b>Local Government*</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

\* Transfers In and Losses net to zero.

## FISCAL ANALYSIS

### ASSUMPTION

Officials at the **Department of Revenue (DOR)** assume §115.427.6(2) would allow an individual, whether their documents were issued by this state or out-of-state, to obtain one of the required documents free of charge to apply for a no cost nondriver license for voting purposes.

The proposed language indicates the applicant may request the secretary of state to facilitate the acquisition of such documents and the secretary of state shall pay any fee or fees charged by another state or its agencies, any court of competent jurisdiction in this state or any other state, or the federal government or its agencies to obtain the required document(s).

§115.427.6(4) requires applicants requesting nondriver licenses for voting purposes to sign a statement, under penalty of perjury, averring that the applicant does not have any other form of personal identification that meets the requirements of the proposed language. This requires the Department to develop a statement to be used for this purpose.

The Department would be required to request budget appropriations to cover the cost of issuance of nondriver licenses for voting purposes as defined by this section.

§115.427.7 requires the Department to prepare and deliver a report by January 1 of each year documenting the number of individuals requesting an identification document for voting purposes. The report must also include the number of persons requesting identification for voting purposes, but not receiving such document, and the reason the document was not issued. This will require development and testing of a program to track number of applicants who have received or who have been denied a nondriver license for voting purposes and the reason for the denial.

### Driver License Bureau (DLB)

The proposed changes will require drafting updates to web site information related to nondriver licenses for voting purposes, updating office procedures, developing a format for nondriver license for voting purposes affidavit and developing a reporting form. Additionally, the Missouri Electronic Driver License system would need changing to define changes to issuance periods for a no cost driver license or nondriver license for voting and completion of end-user testing by our internal staff. This will require overtime from existing staff in order to perform the testing. See below:

ASSUMPTION (continued)

FY 17

Update Webpage - Administrative Analyst III	10 hrs @ \$24.00 = \$ 240
Develop Affidavit - Management Analysis Spec I	40 hrs @ \$22.00 = \$ 880
Develop Procedures - Management Analysis Spec I	<u>40 hrs @ \$22.00 = \$ 880</u>
	<b>Total = \$2,000</b>

Requirements and procedures development and user acceptance testing by DLB:

Administrative Analyst II -	160 hrs @ \$31 00 (1 ½) per hr =	\$4,960
Management Analyst Spec. II -	240 hrs @ \$25.00 per hr =	\$6,000
Revenue Band Manager Band II -	120 hrs @ \$32.00 per hr =	<u>\$3,840</u>
		<b>Total = \$14,800</b>

**Oversight** assumes OA-ITSD (DOR) is provided with core funding to handle a certain amount of procedure updating activity each year and will not reflect these costs in the fiscal note.

To determine an estimated number of potential applicants who may be eligible for a nondriver license (photo identification) at no cost, the Department compared the voter records on file with the Secretary of State to the current document holders on record with the Department of Revenue. This comparison was completed in **2014**.

224,956	Estimated number of individuals registered to vote who do not have photo identification on file with the Department of Revenue as of 2014.
<u>112,478</u>	Estimated number of individuals with an expired photo identification document on file with the Department of Revenue, who may need to obtain an updated nondriver license for voting purposes.
<b>337,434</b>	<b>Total estimated number of individuals who may be eligible for a nondriver license (photo identification) document at no cost.</b>
<u>x 50%</u>	Estimated number of individuals who would apply for a nondriver license for voting purposes (based on average voter turnout in 2014, 2012 and 2010 General Elections).
<b>168,717</b>	<b>Potential nondriver license applicants in the first year of implementation (FY2018 date estimate based on required voter approval, assumed may occur in 2016, then time for implementation).</b>
168,717	Remaining number of registered voters who may be eligible for a photo identification document after first year of implementation. Based on 2014 counts.
<u>÷ 2</u>	
<b>84,359</b>	<b>Estimated number of registered voters who may apply during subsequent fiscal years (FY2019).</b>

ASSUMPTION (continued)

In addition, because the language allows a person to apply for a nondriver license at no cost by signing an affidavit indicating they do not have a valid photographic identification document, applicants who have held a document previously and have lost it, allowed it to expire, or other reasons, may now obtain a nondriver license at no cost.

138,560	Total new and renewal nondriver licenses issued in FY 2015.
<u>x 25%</u>	Estimated number of applicants with prior document on file that would utilize the affidavit for a new, renewal or duplicate nondriver license, indicating they do not have any other acceptable form of photographic identification for voting purposes, making them eligible for a nondriver license at no cost to the applicant.
<b>34,640</b>	<b>Estimated annual nondriver license applicants with prior document on file.</b>

Licensing Costs

168,717	Potential nondriver license applicants first year of implementation FY 2017.
<u>34,640</u>	Estimated annual nondriver license applicants (previous document).
<b>203,357</b>	<b>Total</b>
<u>X \$2.25</u>	Includes card cost of \$1.81 and mailing cost of \$0.44 per card.
<b>\$457,553</b>	<b>Total estimated vendor cost FY 2018 for licensing material and mailing cost.</b>

**FY 2019 and beyond**

84,359	Estimated number of current registered voters who may apply during subsequent fiscal years.
<u>34,640</u>	Estimated annual nondriver license applicants (previous document).
<b>118,999</b>	<b>Total</b>
<u>x \$2.25</u>	Includes card cost of \$1.81 and mailing cost of \$0.44 per card.
<b>\$ 267,748</b>	<b>Total estimated vendor cost FY 2019 and subsequent years for license document materials and mailing costs.</b>

Direct Public Inquiries

While SOS is responsible for notifying individuals of the requirement to obtain photo identification for voting purposes, it is assumed that the majority of inquiries would be directed to the DOR as the document issuing agency.

Estimating a 50% potential applicant inquiry, DOR assumes that approximately 101,679 (168,717 + 34,640/2) inquiries through the central office will be received during the first implementation year and approximately 59,500 (84,359 + 34,640/2) calls in subsequent years.

ASSUMPTION (continued)

To provide the best call-in service for Missouri citizens DOR will need to add 4 FTE to handle the additional telephone inquiries.

101,679	Total potential applicants/inquiries first year of implementation.
÷ 264	Total days of service per annual period
385	
÷ 100	Estimated # of calls expected to be handled per FTE
4	Estimated # of FTE required to handle increased call volume FY 2017

**Oversight** has, for fiscal note purposes only, changed the starting salary for the four Revenue Processing Technicians I (\$25,884) to correspond to the second step above minimum for comparable positions in the state's merit system pay grid. This decision reflects a study of actual starting salaries for new state employees over the last six months and policy of the Oversight Subcommittee of the Joint Committee on Legislative Research.

**Oversight** assumes the election will occur in November 2016 (FY 2017) and therefore, Oversight will show the FTE costs starting in Fiscal Year 2017 (January 1), to allow the Department of Revenue to begin the implementation of this proposal.

Officials at the **OA- Information Technology Services Division** assume modifications will need to be made in the amount of 399.6 hours at a cost of \$29,970.

Revenue Impact

For the purposes of this fiscal note the **Department of Revenue** assumes all costs will be appropriated from the General Revenue fund.

The proposed language states "the total cost associated with nondriver license photo identification under this subsection shall be borne by the state of Missouri from funds appropriated to the department of revenue for that specific purpose."

It is assumed DOR would be required to develop a tracking and processing fee distribution process to credit license offices with processing fees waived at the time of application for each nondriver license issued for voting purposes under this proposal. Depending on the definition of "total cost," the revenue impact could be increased or decreased.

**FY 2018**

203,357	Total Estimated NDL applicants FY 2018.
x \$6.00	Nondriver License Fee
<b>\$1,220,142</b>	<b>Total estimated potential loss of revenue in FY 2018.</b>

ASSUMPTION (continued)

**FY 2019**

118,999	Total estimated NDL applicants FY 2019.
x \$6.00	Nondriver License Fee
<b>\$713,994</b>	<b>Total estimated potential loss of revenue in FY 2019.</b>

DOR will have to reimburse the license offices the loss in revenue from processing fees. The estimated initial loss in license office processing fees, which would have to be reimbursed to the offices by the State of Missouri, is shown below.

**FY 2018**

203,357	Total Estimated NDL applicants FY 2018.
x \$5.00	Nondriver License Office Processing Fee
<b>\$1,016,785</b>	<b>Total estimated potential loss of revenue in FY 18.</b>

**FY 2019**

118,999	Total estimated NDL applicants FY 2019.
x \$5.00	Nondriver License Office Processing Fee
<b>\$594,995</b>	<b>Total estimated potential loss of revenue in FY 19.</b>

Officials at the **Office of the Secretary of State (SOS)** assume implementation of these new identification provisions would require the state's election authority (the Secretary of State) and/or local election authorities to provide advance notice of the personal identification documents required to vote. The advance notice provided by the election authorities would include at a "minimum the use of advertisements and public service announcements in print, broadcast television, radio, and cable television media."

For fiscal year 2018 advance notice advertisements will be provided to voters prior to the February and April 2018 elections. For fiscal year 2019 advance notice advertisements will be provided to voters prior to the August 2018 and November 2018 elections. For all subsequent years advance notice advertisements will be provided to voters prior to each federal primary and general election.

Assumptions include:

Production of radio and TV public service announcements-	\$2,000
Print ad to run twice before an election-	\$203,284
Cable television ad to run twice everyday for eight weeks-	\$299,472
TV and Radio ad to run through broadcast media-	<u>\$497,311</u>
	<b>Total- \$1,002,067</b>

ASSUMPTION (continued)

Upon enactment of implementing legislation, the Secretary of State will send a mailer to all registered voters to notify them of the new identification requirements at a cost of \$2,003,628.62. A similar mailer will be sent before the August 2018 election. For all other elections, the Secretary of State's office will send mailings to newly registered voters prior to each election. Based on the estimated 355,007 newly registered voters in 2014, these mailings could cost \$173,953.43.

Mailing to all registered voters:

4,089,038 registered voters x \$0.49 postage, printing and processing= \$2,003,628.62

Mailing to newly registered voters prior to each election:

355,007 new registered voters x \$0.49 postage, printing and processing = \$173,953.43

Implementation of this measure's provisions imposes new requirements on election authorities in notifications, additional provisional ballots, training, affidavits and processes with regard to notifying and processing voters. Whether the notice requirements fall on the Secretary of State or local election authorities, it will be necessary for the Secretary of State's office to request appropriation for these costs. Section, 115.430, RSMo, requires the Secretary of State to provide provisional ballot envelopes to local election authorities. This joint resolution and any companion statutory change, based on previously filed legislation, will increase the number of elections in which provisional ballots are available and the number of provisional ballots that will be cast. Based on previous history, the Secretary of State will require additional funding for printing provisional ballot envelopes in the amount of \$9,800 per election.

The new photo identification requirements are not limited to statewide elections but will affect every election. The cost per fiscal year will vary based on the number of elections held. In addition to the general municipal election each April and the primary and general elections in August and November of even numbered years, there are additional days available for public elections in February, March and in August and November of odd numbered years, which are used only as needed.

§115.427.2(2) provides that for any individual who appears at a polling place without a form of personal identification described in 115.427.1 and who is otherwise qualified to vote at that polling place, the election authority may take a picture of such individual and keep it as part of that individual's voter registration file at the election authority. For purposes of this fiscal note, SOS assumes this legislation does not contemplate electronic integration of such pictures with the electronic statewide voter registration system. Such a requirement would require significant costs for software and hardware upgrades.

ASSUMPTION (continued)

**Oversight** will show the costs of acquiring software and hardware as an Unknown amount.

**SOS** assumes §115.427.6 provides that any individual seeking a birth certificate or other legal documents in order to obtain a form of personal identification described in §115.427.1 in order to vote may request that the Secretary of State's office facilitate the acquisition of such documents. Because of the potentially high volume and time-consuming nature of these requests, SOS estimates that one additional FTE will be needed in the Elections Division.

**Oversight** assumes the duties outlined in this section can be handled by current staff. Should SOS see an increase in responsibilities to justify additional FTE, they can seek those FTE through the appropriation process.

**SOS** assumes §115.427.6 requires SOS to pay any fee or fees charged by another state or its agencies, any court of competent jurisdiction in this state or any other state, or the federal government or its agencies to obtain a birth certificate or other legal documents for individuals seeking those documents in order to vote. Because of the difficulty in estimating the number of people that might need to obtain the particular documents listed in §115.427.6 and because the fees for these various documents vary by each state, SOS estimates the cost for obtaining such documentation to be unknown.

Officials at the **Department of Health and Senior Services (DHSS)** assume this legislation allows for the provision of birth certificates, marriage license, divorce decree, certificate of decree of adoption, legal name change court orders, social security card reflecting an updated name, and naturalization papers or other documents from the US Department of State proving citizenship by the state at no cost to individuals requiring identification for the purposes of meeting voter registration requirements. DHSS is the agency that issues birth certificates, marriage statements and divorce statements. For purposes of this fiscal note, DHSS assumes that marriage and divorce statements issued by the Department will suffice as the marriage license or certificate and divorce decree documents identified in section 115.427.6 of the proposed legislation. Per Section 193.265, RSMo, DHSS receives a fee of \$15 for each birth certificate, marriage and divorce statement issued. The fees are distributed into General Revenue (\$4), the Children's Trust Fund (\$5), the Endowed Care Cemetery Audit Fund (\$1) and the Missouri Public Health Services Fund (\$5). DHSS issues approximately 55,000 birth certificates each year (actual numbers: 59,181 in calendar 2013 and 50,318 in calendar 2014), and approximately 3000 marriage and divorce statements each year (actual numbers: 2,956 in calendar 2013 and 2,977 in calendar 2014). DHSS does not track the number of birth certificates issued for voter registration purposes. For purposes of this fiscal note, it is estimated that at least 25 percent of the annual birth certificates, marriage and divorce statements issued by DHSS will be provided at no cost (58,000 certificates x .25 = 14,500 certificates). The loss of these fees would result in an annual

ASSUMPTION (continued)

revenue loss of \$58,000 for General Revenue, \$72,500 for the Children's Trust Fund, \$14,500 for the Endowed Care Cemetery Audit Fund, and \$72,500 for the Missouri Public Health Services Fund.

The revenue from birth certificates deposited into the Missouri Public Health Services Fund supports the ongoing required maintenance and improvement of Missouri's electronic birth and death registration system. This system allows the accurate and timely processing of Missouri birth and death certificates. A loss of revenue to this fund would necessitate the need to seek general revenue funds to replace the loss in order to support this state-wide information system.

In addition to the birth certificates issued by DHSS, local public health agencies (entities of local government) also issue birth certificates on the average of 278,000 per year (actual numbers: 259,834 in 2014 and 296,579 in 2013). Since the local agencies are not required to provide the birth certificate free of charge for purposes of obtaining voter identification, the individuals normally served by the local agency will be likely to seek issuance of their birth certificate through DHSS (mail or in-person request). Using the same estimate of 25 percent seeking a free birth certificate for purposes of establishing voter identification, DHSS could anticipate issuing 69,500 more birth certificates each year. The local public health agencies do not issue marriage and divorce statements.

The Bureau of Vital Records issues approximately 5,000 certified records monthly, including birth certificates, marriage and divorce statements. There are currently six Office Support Assistant - Keyboarding (OSA), one Senior Office Support Assistant (SOSA) and one Administrative Office Support Assistant that review applications for certified copies, determine the applicant's eligibility, and either issue a certified copy or reject the application. This Unit also answers approximately 5,100 phone calls each month. With the volume of requests expected to increase by approximately 5,792 monthly (69,500 /12 months) for free copies that would normally be handled by local registrar offices, an additional five Office Support Assistants (Grade A09, Step F, \$23,160) and one Senior Office Support Assistant (Grade A12, Step F, \$25,824) will be needed to handle the additional requests.

The OSA positions instruct customers in person and on the phone on the process to apply for certified copies of a birth record, explain applicable Missouri statutes and rules pertaining to access of vital records, and review applications for certified copies of birth records and make a determination on whether the applicant has provided sufficient information to identify the record and is entitled to the record as defined by Missouri rule and statutes. If an application is not sufficient, or applicant is not entitled to the record, the OSA must prepare appropriate correspondence explaining the reason(s) or request additional information. An additional SOSA position will be needed to provide supervision to these five additional employees and perform the

ASSUMPTION (continued)

same duties as described above.

**Oversight** assumes all birth certificates will be obtained in the first year of implementation (FY 2018). Therefore, Oversight will show the six FTE as temporary employees.

**Oversight** assumes after the first year of implementation of this proposal, new requests for birth certificates for purposes of acquiring voter identification will not require additional resources.

Further, DHSS is not able to estimate the number of individuals whose birth has not been recorded, and this proposed amendment may cause these individuals to request to establish a delayed birth certificate. This proposal also requires the state to pay any fee or fees charged by another state to obtain a birth certificate or other legal documents for a person not born in this state but seeking to vote in this state. It is also unknown and difficult to estimate the number that might need to obtain an out of state birth certificate. The fees for birth certificates also vary by each state. DHSS estimates the cost for obtaining out of state documentation to be unknown.

Officials at the **Office of Administration's Division of Budget and Planning (BAP)** assume this proposal contains the following provisions, which will result in additional General Revenue expenditures:

115.426.(1) - The state and all fee offices shall provide at least one such form of the personal identification required to vote at no cost to any otherwise qualified voter who does not already possess such identification and who desires the identification in order to vote. Subject to the appropriation of funds, this state and its agencies shall provide one copy of each document, out of an explicit list of documents, if needed by an individual seeking to obtain identification in order to vote. If an individual seeking to vote was not born in this state, then this state and its agencies shall pay any fee or fees charged by another state or its agencies or the federal government or its agencies for any of the listed documents.

115.427.6(3) - All costs associated with the implementation of this section shall be reimbursed from the general revenue of this state by an appropriation for that purpose.

BAP defers the Secretary of State, the Department of Revenue and the Department of Health and Senior Services for estimates of these additional General Revenue costs.

Officials at **Buchanan County** assume this proposal should not have a fiscal impact on their organization if the State agrees to pay for the costs.

Officials at the **Platte County Board of Election Commissioners** and **St. Louis County Board**

ASSUMPTION (continued)

**of Elections** each assume no fiscal impact from this proposal to their respective organizations.

Officials at the **Kansas City Board of Election Commission** assume the effect of this legislation on their operations is difficult to determine. Initial training for both staff and election day workers will cost \$35,000. Equipment, printing and supplies to capture pictures of voters at the polls could cost \$100,000. There will be legal notice costs to alert the public about the change in law, \$25,000. They assume that the State will pay for any and all software upgrades that are needed to the state-wide data base and did not include those costs in this estimate. Overall, this legislation could cost taxpayers \$160,000 to implement in our jurisdiction.

Officials at the **Joint Committee on Administrative Rules** assume no fiscal impact from this proposal to their organization.

For fiscal note purposes, **Oversight** will show the number of potential voters without identification as the number agreed upon by DOR and SOS, (379,291) acquiring birth certificates. Oversight does not have information regarding what percentage of the 379,291 people would need a birth certificate to acquire a non-drivers license. Therefore, Oversight will show an impact to the various funds of "Less than" the amount of revenue that would be generated had the state issued 379,291 birth certificates for this proposal. Oversight will reflect a loss to General Revenue in FY 2017 from providing a free birth certificate of \$1,517,164 (379,291 voters x \$4 birth certificate fee). Oversight will also show a Transfer Out of General Revenue to the Children's Trust Fund, the Endowed Care Cemetery Audit Fund, and the Missouri Public Health Fund for the reimbursement of birth certificate costs. The Transfer In and Cost to these funds will net to zero.

Officials from the **Office of the Secretary of State (SOS)** state many bills considered by the General Assembly include provisions allowing or requiring agencies to submit rules and regulations to implement the act. The SOS is provided with core funding to handle a certain amount of normal activity resulting from each year's legislative session. The fiscal impact for this fiscal note to the SOS for Administrative Rules is less than \$2,500. The SOS recognizes that this is a small amount and does not expect that additional funding would be required to meet these costs. However, the SOS also recognizes that many such bills may be passed by the General Assembly in a given year and that collectively the costs may be in excess of what the office can sustain with the core budget. Therefore, the SOS reserves the right to request funding for the cost of supporting administrative rules requirements should the need arise based on a review of the finally approved bills signed by the governor.

**Oversight** assumes the SOS could absorb the costs of printing and distributing regulations

ASSUMPTION (continued)

related to this proposal. If multiple bills pass which require the printing and distribution of regulations at substantial costs, the SOS could request funding through the appropriation process

Section B of the bill states the changes made in Section A would become effective only upon passage and approval by voter of a constitutional amendment regarding the authorization of photo identification requirements. Therefore, **Oversight** will range the fiscal impact from \$0 (amendment not approved by voters) to the agency estimates. Oversight will also assume the SOS will not need to have Public Service Announcements and mailings after FY 2018 about the changes.

<u>FISCAL IMPACT - State Government</u>	FY 2017	FY 2018	FY 2019
<b>GENERAL REVENUE</b>			
	\$0 or...	\$0 or...	\$0 or...
<u>Loss - DHSS Fees for Birth Certificates</u> (\$4 of \$15) §115.426.(1)	\$0	(Less than \$1,517,164)	\$0
<u>Transfer Out - Children's Trust Fund -</u> <u>DHSS fees for Birth Certificates (\$5 of</u> <u>\$15 fee) §115.427.6(3)</u>	\$0	(Less than \$1,896,455)	\$0
<u>Transfer Out - Endowed Care Cemetery</u> <u>Audit Fund - DHSS fees for Birth</u> <u>Certificates (\$1 of \$15 fee) §115.427.6(3)</u>	\$0	(Less than \$379,291)	\$0
<u>Transfer Out -Missouri Public Health</u> <u>Service Fund - DHSS Fees for Birth</u> <u>Certificates (\$5 of \$15) §115.427.6(3)</u>	\$0	(Less than \$1,896,455)	\$0
<u>Cost - Dept of Revenue/OA-ITSD</u> <u>computer programming changes</u>	(\$29,970)	\$0	\$0
<u>Transfer Out - Dept of Revenue -</u> <u>reimbursement of the NDL fee paid to the</u> <u>Highway fund (75%) §115.427.6(3)</u>	\$0	(\$915,106)	(\$535,495)
<u>Transfer Out - Dept of Revenue -</u> <u>reimbursement of the NDL fee paid to the</u> <u>cities and counties (25%) §115.427.6(3)</u>	\$0	(\$305,036)	(\$178,499)
<u>Cost - Dept of Revenue - revenue office</u> <u>processing fee reimbursement</u> <u>§115.427.6(3)</u>	\$0	(\$1,016,785)	(\$594,995)
<u>Cost - SOS - software and hardware for</u> <u>photo for voter registration file</u> <u>§115.427.2(2)</u>	(Unknown)	(Unknown)	(Unknown)

<u>FISCAL IMPACT - State Government</u> (continued)	FY 2017	FY 2018	FY 2019
<u>Cost - SOS - fees charged for individuals legal documents to obtain photo identification §115.427.6</u>	(Unknown)	(Unknown)	(Unknown)
<u>Costs - Dept of Revenue</u>			
Personal Service	(\$51,768)	(\$104,571)	(\$105,617)
Fringe Benefits	(\$47,783)	(\$68,937)	(\$69,223)
Expense and Equipment	(\$27,970)	(\$2,464)	(\$2,526)
Vendor NDL card/mailing costs	<u>\$0</u>	<u>(\$455,303)</u>	<u>(\$267,748)</u>
<u>Total Cost - Dept of Revenue</u>	(\$127,521)	(\$631,275)	(\$445,114)
FTE Change - DOR	4 FTE	4 FTE	4 FTE
<u>Costs - Dept of Health</u>			
Personal Service	\$0	(\$118,020)	\$0
Fringe Benefits	\$0	(\$77,329)	\$0
Expense and Equipment	<u>\$0</u>	<u>(\$60,232)</u>	<u>\$0</u>
<u>Total Cost - DHSS</u>	\$0	(\$255,581)	\$0
FTE Change - DHSS	0 FTE	6 FTE	0 FTE
<u>Costs - Secretary of State - advertising</u>			
Provisional Ballots §115.430	\$0	(\$19,600)	(\$39,200)
Public Service Announcements	\$0	(\$2,004,134)	\$0
Mailings to Voters	<u>(\$2,003,628)</u>	<u>(\$173,953)</u>	<u>\$0</u>
<u>Total Costs - SOS</u>	<u>(\$2,003,628)</u>	<u>(\$2,197,687)</u>	<u>(\$39,200)</u>
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<b><u>\$0 to (Could Exceed) \$2,161,119</u></b>	<b><u>\$0 to (Could Exceed) \$11,010,835</u></b>	<b><u>\$0 to (Could Exceed) (\$1,793,303)</u></b>
Estimated Net FTE Effect on General Revenue	0 FTE	0 or 10 FTE	0 or 4 FTE

**FISCAL IMPACT - State Government**                      FY 2017                      FY 2018                      FY 2019  
 (continued)

**CHILDREN TRUST FUND**

Transfer In - DHSS Fees for Birth                      \$0 or Less than  
 Certificates (\$5 or \$15 fee) §115.427.6(3)                      \$0                      \$1,896,455                      \$0

Loss - DHSS Fees for Birth Certificates                      \$0 or (Less than  
 (\$5 of \$15 fee) §115.426.(1)                      \$0                      (\$1,896,455)                      \$0

**ESTIMATED NET EFFECT ON**  
**CHILDREN'S TRUST FUND**                      **\$0**                      **\$0**                      **\$0**

**ENDOWED CARE CEMETERY  
 AUDIT FUND**

Transfer In - DHSS Fees for Birth                      \$0 or Less than  
 Certificates (\$5 of \$15 fee) §115.427.6(3)                      \$0                      \$379,291                      \$0

Loss - DHSS Fees for Birth Certificates                      \$0 or (Less than  
 (\$5 of \$15 fee) §115.426.(1)                      \$0                      \$379,291)                      \$0

**ESTIMATED NET EFFECT ON**  
**ENDOWED CARE CEMETERY**  
**AUDIT FUND**                      **\$0**                      **\$0**                      **\$0**

**MISSOURI PUBLIC HEALTH  
 SERVICE FUND**

Transfer In - DHSS Fees for Birth                      \$0 or Less than  
 Certificates (\$5 of \$15 fee) §115.427.6(3)                      \$0                      \$1,896,455                      \$0

Loss - DHSS Fees for Birth Certificates                      \$0 or (Less than  
 (\$5 of \$15 fee) §115.426.(1)                      \$0                      \$1,896,455)                      \$0

**ESTIMATED NET EFFECT ON**  
**MISSOURI PUBLIC HEALTH**  
**SERVICE FUND**                      **\$0**                      **\$0**                      **\$0**

FISCAL IMPACT - State Government                      FY 2017                      FY 2018                      FY 2019  
 (continued)

**HIGHWAY FUND**

<u>Transfer In</u> - Highway - NDL Fee (75%) §115.427.6(3)	\$0	\$0 or Less than \$915,106	\$0 or Less than \$535,495
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<u>Loss</u> - Highway - NDL Fee (75%) §115.426.(1)	\$0	\$0 or (Less than \$915,106)	\$0 or (Less than \$535,495)
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<b>ESTIMATED NET EFFECT ON HIGHWAY FUND</b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>
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FISCAL IMPACT - Local Government                      FY 2017                      FY 2018                      FY 2019

**LOCAL PUBLIC HEALTH  
DEPARTMENT**

<u>Revenue</u> - DHSS Fees for Birth Certificates (\$15 if birth certificate is obtained at local public health agency) §115.426.(1)	\$0	\$0 or Unknown	\$0
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<u>Transfer In</u> - Cities & Counties - reimbursement by General Revenue of NDL fee (25%) §115.427.6(3)	\$0	\$0 or \$305,036	\$0 or \$178,499
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<u>Loss</u> - Cities & Counties - reimbursement of NDL fee (25%) §115.426.(1)	\$0	\$0 or (\$305,036)	\$0 or (\$178,499)
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<b>ESTIMATED NET EFFECT ON LOCAL PUBLIC HEALTH DEPARTMENT</b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>
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FISCAL IMPACT - Small Business

No direct fiscal impact to small businesses would be expected as a result of this proposal.

FISCAL DESCRIPTION

This bill changes the laws regarding elections by requiring persons wishing to vote in a public election to present specified personal identification to establish their identity and eligibility to vote. Satisfactory forms of identification include a nonexpired Missouri driver's license or nonexpired or nonexpiring Missouri nondriver's license, a document issued by the United States or the State of Missouri containing the name of the individual that shows a photograph of the individual, or any armed services identification containing a photograph that is not expired or does not have an expiration date.

A person who appears at a polling place without one of the specified forms of personal identification may execute an affidavit that he or she does not possess one of the specified forms because of an inability to pay for birth certificates or other supporting documentation or because he or she was born on or before January 1, 1946. Any person denied the ability to cast a regular ballot because of a lack of photographic identification must be allowed to vote by provisional ballot. The provisional ballot must not be counted unless the voter returns to the election authority within three days after the election and provides a specified personal identification.

All election authority costs associated with the implementation of the photo identification requirements of these provisions must be reimbursed from general revenue by an appropriation for that purpose. If there is no appropriation, then the identification requirements must not be enforced.

These provisions will become effective only upon the passage and approval by the voters of a constitutional amendment regarding the authorization of photo identification requirements by general law and would be effective June 1, 2017.

This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

SOURCES OF INFORMATION

Office of the Secretary of State  
Department of Revenue  
Department of Health and Senior Services  
Joint Committee on Administrative Rules  
Lincoln County  
St. Louis County Board of Election Commission  
Jackson County Board of Election Commission  
Platte County Board of Election Commission  
Mississippi County  
Buchanan County  
Callaway County



Mickey Wilson, CPA  
Director  
June 2, 2016

Ross Strope  
Assistant Director  
June 2, 2016