

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 1913-01
Bill No.: HB 994
Subject: Elections
Type: Original
Date: March 11, 2019

Bill Summary: This proposal creates provisions for early voting.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND			
FUND AFFECTED	FY 2020	FY 2021	FY 2022
General Revenue	\$0	Could exceed (\$9,764,250)	\$0
Total Estimated Net Effect on General Revenue	\$0	Could exceed (\$9,764,250)	\$0

ESTIMATED NET EFFECT ON OTHER STATE FUNDS			
FUND AFFECTED	FY 2020	FY 2021	FY 2022
Total Estimated Net Effect on <u>Other</u> State Funds	\$0	\$0	\$0

Numbers within parentheses: () indicate costs or losses.

This fiscal note contains 8 pages.

ESTIMATED NET EFFECT ON FEDERAL FUNDS			
FUND AFFECTED	FY 2020	FY 2021	FY 2022
Total Estimated Net Effect on <u>All</u> Federal Funds	\$0	\$0	\$0

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)			
FUND AFFECTED	FY 2020	FY 2021	FY 2022
Total Estimated Net Effect on FTE	0	0	0

☒ Estimated Net Effect (expenditures or reduced revenues) expected to exceed \$100,000 in any of the three fiscal years after implementation of the act.

ESTIMATED NET EFFECT ON LOCAL FUNDS			
FUND AFFECTED	FY 2020	FY 2021	FY 2022
Local Government	\$0	(Unknown Greater than \$100,000)	\$0

FISCAL ANALYSIS

ASSUMPTION

Officials from the **Office of the Secretary of State (SOS)** assume the proposal establishes procedures to facilitate early voting for all federal or state general elections. Each local election authority must provide at least one early voting location per three precincts within its jurisdiction for the six weeks prior to the election, including six hours on Saturday and Sunday for the three weekends prior to Election Day and extended hours to 7:00 p.m. on the weekdays during the last week prior to Election Day. This is a new responsibility that must be funded by the state under Article X, Section 21 of the Missouri Constitution.

Based on survey data provided to the Secretary of State, there are 3,742 precincts statewide. Dividing each local election authority's precinct count by 3 (rounding up where necessary) gives 1,289 early voting centers that will be required. Assuming that each election authority can use its own office space and staff for one voting location during the week, 1,173 additional locations must be established and staffed for six weeks (30 full business days and six six-hour weekend days). Calculating Saturdays and Sundays as half-days (which will require staffing for all 1,289 centers) and assuming the minimum staffing level of two judges per location (some jurisdictions may require more than this), at least 78,114 judge-days will be accrued statewide during this period. Canvassing a sample of election authorities, the Secretary of State's Office discovered a low cost per judge-day of \$100 and a high cost of \$170 (some may be lower or higher than this but were not surveyed). Assuming an average pay rate of \$125 per judge-day, implementation of early voting would reach or exceed \$9,764,250 in each odd-numbered fiscal year.

Also, each voting location may also incur additional operational costs which are unknown.

Oversight notes the proposal states advanced voting shall be available for all federal or state general elections. Oversight will reflect SOS' estimated impact for the November 2020 (FY 2021) election.

Officials from the **Jackson County Election Board** state:

115.1010 - Allowing advance voting with no excuse will likely increase the Jackson County Board of Elections mail-outs by 30%.

In regard to the new postage increase, Jackson County Election Board assumes the following costs for mail-out ballots.

ASSUMPTION (continued)

Using Presidential Year 2016 as a guide the increase in postage costs would be:

March Mail Outs	1996	30% increase (599) x .70 cents =	\$419.30
April Mail Outs	918	30% increase (276) x .70 cents =	\$193.20
August Mail Outs	1915	30% increase (575) x .70 cents =	\$402.50
November Mail Outs	11,025	30% increase (3,308) x .70 cents =	\$2,315.60
TOTAL POSTAGE			\$3,330.60

Additional part-time help to assemble additional mail-outs of absentee ballots:

\$12.00 per hour x 10 minutes per additional mail outs (6 per hour) 793 hours = **\$9,516.00**

Reprinting of absentee ballot envelopes and instructions: **= \$4,500.00**

While current law allows absentee voting to begin 6 weeks out having early voting at satellites beginning 6 weeks out is excessive and costly for all jurisdictions. The hours suggested in HB 994 are also unrealistic especially for smaller jurisdictions who have very few employees to cover all the extra hours required for evenings and the weekends. Most election authorities are currently open the two Saturdays (8:30 - 12:30) before each election for absentee voting. The Jackson County Election Board is open 4 Saturdays (8:30 - 12:30) before large elections which has been sufficient.

Extended hours for early voting would increase current costs by the following for main office only:

6 Absentee Employees at time and a half for extended weekend hours and 6 days of extended evening hours:

\$183.65 per hour (six absentee employees at time and a half) x 23 hours weekends and evenings
= \$4,246.95

The Jackson County Election Board has 239 precincts. To implement a voting satellite for every three precincts would be unreasonable. Even if JCEB could locate that many sites and the judges to staff them the cost would be overwhelming.

ASSUMPTION (continued)

80 Early Voting Satellite Sites @ \$200.00 (poll rental we currently pay per day) per site for 6 weeks + Saturday & Sunday hours (36 total days):
= **\$576,000**

Judges to staff the 80 Early Voting Satellite Sites (2 judges per site for six weeks = 160 judges
For 36 days (288 hours per judge) x 160 judges @ \$12.00 per hour = **\$552,960**

Other issues for consideration. If the Jackson County Election Board has 80 voting machines distributed to early voting locations we will not have enough machines ready to be delivered to our 150 polling locations on election day. More voting machines would need to be purchased at approximately \$10,000.00 per Counter/ADA combined. = **\$80,000**

Not included in the fiscal note is the cost to deliver the equipment and ballots to the 80 satellites each day and retrieve them each evening by bi-partisan teams. Without a security system the Board would not feel comfortable leaving the equipment and ballots after closing a satellite.

115.1010 Section (5) to allow anyone who wants a list during the entire 6 weeks period will take additional manpower depending on how many requests the election authority receives in a day. A part-time person would be required to handle those requests. Part-time employee - 8 hours x \$12.00/per hour for 6 weeks + weekends 36 hours = **\$3,312**

Total Fiscal Note **\$1,233,865.55**

Officials from the **Platte County Board of Elections** assume basic staffing of 15 early voting sites (44 precincts at 3 precincts per site) for 6 weeks including 7 days a week in the 21 days before the election approaches \$390,000. Issues of finding and maintaining building access in 15 locations for this amount of time are too variable to make a confident estimate.

Currently a county wide election costs about \$78,000

Officials from the **Kansas City Election Board** assume with 115 polling places, they would need 38 early voting sites. Having 38 early voting sites for 36 days at a cost of \$600 per site, would increase our election budget by \$820,800 per jurisdiction wide election.

Officials from the **St. Louis County Board of Elections** assume because of the various things they will have to pay for, such as training and hiring poll-workers, the proposal will have a fiscal impact of \$46,592.

ASSUMPTION (continued)

Officials from **Greene County** assume the proposal will more than double the election expenses. Beside the fiscal impact the County is uncertain whether it can find 27 polling places that can be consistently open over the six week period including the 3 weekend periods. The County already has challenges fulfilling staffing our polls under current legislation. This legislation would add another 35,208 hours of election judges per election. From a fiscal standpoint each election is estimated to cost at least \$466,518.96 more. Detail is broken out below.

Each
Election:

Polling location Estimate	
\$50 per day x 27 polling locations = \$1350 x 36 early voting days = \$48,600.	
Election Judge Estimate	
Weeks 6 through 2 on weekdays	
11.87 per hr x 9 hrs = \$106.83 x 4 judges = 427.32 x 27 polling locations = 11,537.64 x 25 voting days = \$288,441.00	
Weeks 3 through 2 on weekends	
11.87 per hr x 6 hrs = \$71.22 x 4 judges = 284.88 x 27 polling locations = 7,691.76 x 4 voting days = \$30,767.04	
Week 1 weekdays and weekend	
11.87 per hr x 11 hrs = \$130.57 x 4 judges = 522.28 x 27 polling locations = 14,101.56 x 7 voting days = \$98,710.92	
Total estimated cost:	\$466,518.96

Officials from **Linn County** state they have 14 precincts including Absentee. One early voting location fro every three precincts puls one early voting location at the the local election authority equals five locations. Two judges at each location equals 10 judges

10 judges at \$105 per day for 30 days	\$31,500
10 judges at \$105 per day for 3 weekends	\$6,300
Withholding taxes	\$2,892
4 locations at \$40 per day	\$5,760
Approximate additional programming	\$1,500
Supply kits	\$225
Approximate ballot printing	\$1,000
Total	\$49,177

ASSUMPTION (continued)

Oversight only reflects the responses that we have received from state agencies and political subdivisions; however, other county clerks and local election authorities were requested to respond to this proposed legislation but did not. For a general listing of political subdivisions included in our database, please refer to www.legislativeoversight.mo.gov.

Oversight notes that there will be a significant cost to local election authorities to implement the requirements of the proposal. Oversight is unable to determine an exact cost (voting locations established by each election authority outside of their office, the cost of increase printing of ballots and postage, and the training and hiring of additional poll-workers). Therefore, Oversight will reflect an unknown cost greater than \$100,000 to local election authorities on the fiscal note.

<u>FISCAL IMPACT - State Government</u>	FY 2020 (10 Mo.)	FY 2021	FY 2022
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GENERAL REVENUE

Cost - SOS

Election Judges	\$0	<u>Could exceed (\$9,764,250)</u>	<u>\$0</u>
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ESTIMATED NET EFFECT ON GENERAL REVENUE	<u>\$0</u>	<u>Could exceed (\$9,764,250)</u>	<u>\$0</u>
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<u>FISCAL IMPACT - Local Government</u>	FY 2020 (10 Mo.)	FY 2021	FY 2022
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LOCAL ELECTION AUTHORITIES

<u>Cost - implementation of early voting</u>	\$0	(Unknown Greater than <u>\$100,000</u>)	\$0
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ESTIMATED NET EFFECT ON LOCAL ELECTION AUTHORITIES	\$0	(Unknown Greater than <u>\$100,000</u>)	\$0
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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 creates an early voting period and regulations for additional satellite voting sites based on population size. Voting may be conducted in-person or by mail during the early voting period and procedures for election administration are specified in the amendment. The early voting period begins the sixth Tuesday prior to election day.

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
Jackson County Election Board
Platte County Board of Elections
Kansas City Election Board
St. Louis County Board of Elections
Greene County
Linn County
Buchanan County



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March 11, 2019

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March 11, 2019