

**MISSOURI STATE AUDITOR'S OFFICE
FISCAL NOTE (14-HJR 90)**

Subject

Truly Agreed To and Finally Passed House Joint Resolution No. 90. (Received May 30, 2014)

Date

June 23, 2014

Description

This proposal would amend Article VIII of the Constitution of Missouri.

The amendment is to be voted on in November 2014.

Public comments and other input

The State Auditor's office requested input from the Attorney General's office, the Department of Agriculture, the Department of Economic Development, the Department of Elementary and Secondary Education, the Department of Higher Education, the Department of Health and Senior Services, the Department of Insurance, Financial Institutions and Professional Registration, the Department of Mental Health, the Department of Natural Resources, the Department of Corrections, the Department of Labor and Industrial Relations, the Department of Revenue, the Department of Public Safety, the Department of Social Services, the Governor's office, the Missouri House of Representatives, the Department of Conservation, the Department of Transportation, the Office of Administration, the Office of State Courts Administrator, the Missouri Senate, the Secretary of State's office, the Office of the State Public Defender, the State Treasurer's office, Adair County, Boone County, Callaway County, Cass County, Clay County, Cole County, Greene County, Jackson County Legislators, Jasper County, St. Charles County, St. Louis County, Taney County, the City of Cape Girardeau, the City of Columbia, the City of Jefferson, the City of Joplin, the City of Kansas City, the City of Kirksville, the City of Kirkwood, the City of Mexico, the City of Raymore, the City of St. Joseph, the City of St. Louis, the City of Springfield, the City of Union, the City of Wentzville, the City of West Plains, Cape Girardeau 63 School District, Hannibal 60 School District, Rockwood R-VI School District, Linn State Technical College, Metropolitan Community College, University of Missouri, St. Louis Community College, St. Louis County Board of Election, St. Louis City Election Board, Kansas City Election Board, Platte County Board of Elections, Jackson County Election Board, and Clay County Election Board.

Assumptions

Officials from the **Attorney General's office** indicated they assume that any potential costs arising from the adoption of this proposal can be absorbed with existing resources.

Officials from the **Department of Agriculture** indicated no fiscal impact on their department.

Officials from the **Department of Economic Development** indicated they anticipate no fiscal impact as a result of the joint resolution.

Officials from the **Department of Higher Education** indicated there would be no direct fiscal impact on their department.

Officials from the **Department of Health and Senior Services** indicated this House Joint Resolution is a no impact note for their department.

Officials from the **Department of Insurance, Financial Institutions and Professional Registration** indicated this petition, if passed, will have no cost or savings to their department.

Officials from the **Department of Mental Health** indicated this proposal creates no direct obligations or requirements to their department that would result in a fiscal impact.

Officials from the **Department of Natural Resources** indicated they would not anticipate a direct fiscal impact from this proposal.

Officials from the **Department of Corrections** indicated there is no fiscal impact for their department.

Officials from the **Department of Labor and Industrial Relations** indicated no fiscal impact to their department.

Officials from the **Department of Revenue** indicated this resolution will not have a fiscal impact on their department.

Officials from the **Department of Public Safety** indicated there is no fiscal impact for their department for this joint resolution.

Officials from the **Department of Social Services** indicated this ballot proposal has no direct fiscal impact to their department.

Officials from the **Governor's office** indicated there should be no fiscal impact to their office.

Officials from the **Missouri House of Representatives** indicated no fiscal impact to their agency.

Officials from the **Department of Conservation** indicated that no adverse fiscal impact to their department would be expected as a result of this proposal.

Officials from the **Office of Administration** indicated:

HJR 90 amends Article VIII the Missouri Constitution by adding the new Section 11 and is related to early voting.

The HJR has no impact on the Office of Administration.

HJR 90 will impact the Secretary of State as it allows for an early voting period and specifies when and how the early voting process will be implemented. Protections for the unauthorized release of early voters' identity are included in HJR 90 and local election authorities are prohibited from incurring additional expenses related to early voting unless a specific state appropriation is made for that purpose.

Officials from the **Office of State Courts Administrator** indicated there is no fiscal impact on the courts.

Officials from the **Missouri Senate** indicated this House Joint Resolution has no fiscal impact to their agency.

Officials from the **Secretary of State's office** indicated:

This joint resolution requires local election authorities to conduct early voting at the local election authority's location for all general elections. The early voting period shall take place during the six business days, not including Saturday or Sunday, immediately prior to and including the last Wednesday prior to election day. Local election authorities shall appoint at least one election judge from each major political party to serve at the early voting site of the local election authority.

Each early voting location at the local election authority's office may be staffed by two election judges paid \$9 per hour for the 6 days that it will be open for voting during regular business hours – a total of \$100,224 per election.

Subsection 2 of Section 11 states that no local election authority shall, in advance of the day of the election, disclose the identity of any qualified voter who, in advance of the day of the election, has cast or has not cast a ballot, unless the qualified voter has authorized the disclosure. A qualified voter's authorization must be in writing, signed by the qualified voter, dated, and delivered to the Secretary of State. In order for the Secretary of State to process these authorization forms and to notify local election authorities of such authorization, there is a cost of \$8,800 in updates to MCVR. Furthermore, in order for each registered voter to have notice of the opportunity to provide such authorization, the

Secretary of State will send a mailer to all registered voters to notify them prior to the first general election after the passage of this resolution. At 4,052,199 registered voters x \$.49 postage, printing and processing, the total cost for this notice is \$1,985,577.51. This cost will not be re-occurring, as the Secretary of State will attempt to incorporate such notice onto voter registration paperwork to provide notice to newly registered voters.

FY 2016

FY 2016 Total: \$0

FY 2017

\$2,094,601.51

FY 2017 Total \$2,094,601.51

Officials from the **Office of the State Public Defender** indicated this house joint resolution will not have any substantial impact on their office other than if revenues are significantly changed.

Officials from the **State Treasurer's office** indicated no fiscal impact to their office.

Officials from **Boone County** indicated:

Presidential Election cost estimate: Boone County

Mail "no excuse" ballots cost approximately 13.00 per unit to prepare, mail and process. Other states with no excuse absentee mail that have up to 40% to 90% of ballots cast by mail. Because it is only 6 days we estimate 15% of total votes - less the 500 current mail ballots.

$13,000 \times 13.00 = \$169,000$

In person no excuse cost approximately 6.00 per unit to prepare and process without an affidavit envelope and 9.00 with an affidavit envelope. Can't tell from this if affidavit will be required.

States with 3 week early voting have 40 to 60% of ballots cast at early voting locations. Because this is only 6 days then I will estimate lower at 25%

$22,500 \text{ units at } 6.00 = \$135,000$

$22,500 \text{ units at } 9.00 = \$202,500$

Additional non polling place ballots = \$42,000

Total estimate for HJR 90 for 2016 Presidential Election - \$346,500 to \$414,000

Officials from **St. Louis County** indicated:

Memorandum

To: SAO Fiscal Note

Return to: fiscalnote@auditor.mo.gov

From: Senator Rita Heard Days and Gary Fuhr
St. Louis County Directors of Elections

Date: June 2, 2014

RE: K1 – HJR 90

SCS HCS HJR 90 Proposes a constitutional amendment for advance voting.

This proposal creates a system to allow voters to cast advance ballots at a central voting location. Registered voters will be able vote by advanced voting during the six business days, not to include Saturday or Sunday, immediately prior to and including the last Wednesday prior to the Election Day.

Assumptions: This bill does not require paper ballots. The intent of this note is to delineate all direct costs (one-time, startup and recurring) to the LEA.

Advanced Voting Site Costs

	Operating Days	Number of Sites	Site Rental	Number of Elections	Total
			\$		
Site Lease	6	1	2,500.00	3	\$ 7,500.00
High-speed Internet		1	\$ 165.00	3	\$ 495.00
24 hour security services	6	1	\$ 240.00	3	\$ 4,320.00
Total advanced voting site costs:					\$ 12,315.00

Part-time labor

	Operating Days	Number of Sites	Number of Workers per Site	Labor per worker per hour	Number of Elections	Total
Labor	6	1	2	\$ 16.03	3	\$ 4,616.64
Labor	6	1	12	\$ 15.00	3	\$ 25,920.00
Social Security @ 7.65%					3	\$ 2,336.05
6 Hour Training Class				\$ 15.00	3	\$ 540.00
Total annual labor costs:						\$ 33,412.69

Total annual location and labor costs: \$ 45,727.69

Non-recurring, startup costs:

Equipment	Cost	Number of Sites	Qty per Site	Total
Laptops	\$ 1,000.00	1	4	\$ 4,000.00
Printers	\$ 1,000.00	1	1	\$ 1,000.00
Tables, chairs, signs, posters, etc...	\$ 400.00	1		\$ 400.00
Total non-recurring costs:				\$ 5,400.00

Total costs 1st year: \$ 63,442.69

Total costs 2nd year: \$ 15,242.56

Total costs 3rd year: \$ 45,727.69

Officials from the **City of Kansas City** indicated they estimate that HJR 90 has no costs or savings to their city.

Officials from the **City of Raymore** indicated no fiscal impact.

Officials from the **Rockwood R-VI School District** indicated on page 3, line 13 - it may be difficult in some local elections to find a person willing to serve from each major political party.

Officials from the **University of Missouri** indicated this Joint Resolution will have no fiscal impact on their university.

Officials from the **St. Louis County Board of Elections** indicated:

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Officials from the **St. Louis City Election Board** indicated:

The attached costs are based on 2 elections in 2016 based on a prediction of 20% voter turnout from approximately 225,000 registered voters. Although this bill requires the voter the option to vote by mail during the early voting period of six business days it does not allow for the ballot application request time needed prior to mailing the actual ballots. We included cost allowances to reflect mailing a separate early voting ballot application which includes envelopes and postage.

Part-time Labor						
	Operating Days	Number of Sites	Number of Workers per Site	Labor per Worker per hour	Number of Elections	Total:
Labor	6	1	6	\$ 15.50	2	\$ 1,488.00
6 hour training class				\$ 15.50	2	\$ 186.00
Total Annual Labor Costs:						\$ 1,674.00

Non-recurring, startup costs			
	Cost	Qty	Total
Laptops	\$ 1,000.00	4	\$4,000.00
Printers	\$ 1,000.00	1	\$1,000.00
Tables, chairs, signs, posters, etc...	\$ 400.00		\$ 400.00
Total Non-recurring, startup costs			\$5,400.00
Ballots & Applications			
	Cost per voter	Cost for 45,160 voters (20% of 225,800)	
Postage for mailing application	0.48	\$	21,676.80
Envelope for mailing application	0.05738	\$	2,591.28
Paper for mailing application (Instructions + application)	0.013768	\$	621.76
Postage for returned application	0.58	\$	26,192.80
Envelope for returned application	0.05303	\$	2,394.83
Postage for mailing ballot	0.86	\$	38,837.60
Envelope for mailing ballot	0.095	\$	4,290.20
Paper for mailing ballot (Instructions)	0.006884	\$	310.88
Ballot	1.22	\$	55,095.20
Postage for returned ballot	1.31	\$	59,159.60
Envelope for returned ballot	0.095	\$	4,290.20
Total Ballot & Application Cost	\$ 4.77	\$	215,461.16
For 2 elections		\$	430,922.32

Total Cost for two statewide elections:**\$ 437,996.32**

Officials from the **Kansas City Election Board** indicated:

The fiscal impact of HJR 90 on our operations would be approximately \$32,570 for a general election. We anticipate that we would bring in 16 judges, 4 Verification Asst. Specialists, 1 Technician and rent additional space at our location to process about 5000 voters during this 6-day period. The cost breakdown would be as follows:

8 Supervisory Judges	\$7920
8 Regular Judges	\$6000
4 Verification Asst. Spec.	\$3960
1 Technician	\$990
Training	\$500
Equipment Rental	\$2000
Rental space	\$1200
Parking	\$5000
Supplies	\$3000
Postage	\$2000
Total	\$32,570

Officials from the **Platte County Board of Election Commissioners** indicated:

Our local government estimates the fiscal impact of the above-referenced bill for fiscal years 2015, 2016 and 2017 to be as follows:

They expect no change in revenues or savings

They expect the following increased costs:

Election judges	\$1,200
Postage estimate	\$1,200
Extra ballots	\$2,000
Total per election	\$4,400

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

Increased postage cost for mailing ballots to voters choosing to vote during the six day period by mail: \$ 10,000 - \$15,000

Staffing the office with extra judges for the six day early voting period: \$ 4,000 - \$ 5,000

Printing of extra full page ballots for the
six day period:

\$ 4,000 - \$ 5,000

TOTAL COST FOR THE SIX DAY EARLY VOTING PERIOD

COULD TOTAL

\$18,000 - \$20,000

The State Auditor's office did not receive a response from the **Department of Elementary and Secondary Education**, the **Department of Transportation**, **Adair County**, **Callaway County**, **Cass County**, **Clay County**, **Cole County**, **Greene County**, **Jackson County Legislators**, **Jasper County**, **St. Charles County**, **Taney County**, the **City of Cape Girardeau**, the **City of Columbia**, the **City of Jefferson**, the **City of Joplin**, the **City of Kirksville**, the **City of Kirkwood**, the **City of Mexico**, the **City of St. Joseph**, the **City of St. Louis**, the **City of Springfield**, the **City of Union**, the **City of Wentzville**, the **City of West Plains**, **Cape Girardeau 63 School District**, **Hannibal 60 School District**, **Linn State Technical College**, **Metropolitan Community College**, **St. Louis Community College**, and **Clay County Election Board**.

Fiscal Note Summary

State governmental entities estimated startup costs of about \$2 million and costs to reimburse local election authorities of at least \$100,000 per election. Local election authorities estimated higher reimbursable costs per election. Those costs will depend on the compensation, staffing, and planning decisions of election authorities with the total costs being unknown.