



NORTH CAROLINA GENERAL ASSEMBLY

Session 2017

Legislative Fiscal Note

Short Title: Forms of Photo ID/Provide Voter Photo ID.
Bill Number: Senate Bill 822 (First Edition)
Sponsor(s): Senators Clark and Woodard

SUMMARY TABLE

FISCAL IMPACT OF S.B. 822, V.1 (\$ in millions)

	<u>FY 2018-19</u>	<u>FY 2019-20</u>	<u>FY 2020-21</u>	<u>FY 2021-22</u>	<u>FY 2022-23</u>
State Impact					
General Fund Revenue	-	-	-	-	-
Less Expenditures					
SBEEE Education/Outreach	0.84 to 1.50	-	-	-	-
Equipment for Counties	-	0.11 to 0.51	-	-	-
General Fund Impact	(0.84) to (1.50)	(0.11) to (0.51)	-	-	-
Highway Fund Revenue	(1.50)	(3.00)	(3.00)	(3.00)	(3.00)
Less Expenditures	-	-	-	-	-
Special Fund Impact	- to -	- to -	- to -	- to -	- to -
NET STATE IMPACT	(\$2.34) to (\$3.00)	(\$3.11) to (\$3.51)	(\$3.00)	(\$3.00)	(\$3.00)
Local Impact					
Local Revenue	- to -	- to -	- to -	- to -	- to -
Less Local Expenditures	- to -	- to -	- to -	- to -	- to -
NET LOCAL IMPACT	Likely Budget Cost - Refer to Fiscal Analysis Section				

FISCAL IMPACT SUMMARY

Section 1.1 of the bill amends general statutes to require photo identification (ID) for voting. Among the acceptable forms of ID is a voter photo ID card issued by county boards of elections.

Section 1.2 requires all county boards of elections to issue voter photo ID cards upon request at the one-stop voting site located at the county board of elections office. County boards of elections may elect to offer photo ID cards at additional one-stop voting sites (beyond the location at the county board of elections office) if deemed necessary. In order to receive an ID card for voting purposes, an applicant must provide documentation, as described in G.S. 163A-1144(a)(2). The photo ID card will be provided free of charge and is valid up to four years from the date of

issuance. The card is only valid for voting purposes and is valid for any election in which the voter is eligible to participate, including the election during which the ID is issued. The State Board of Elections and Ethics Enforcement (SBEEE) is required to adopt rules pursuant to these changes.

Section 2.1 amends G.S. 20-37.7(d) to allow any North Carolina resident age 17 or older to receive a special ID card from the Division of Motor Vehicles (DMV) at no cost to the recipient. It also repeals the requirement that DMV issue a free special ID to applicants who appear before the DMV to register to vote.

Section 3.1 requires SBEEE and county boards of elections to educate the public about voter photo ID requirements and options for obtaining an ID. At each primary and regular election between March 1, 2019 and January 1, 2021, all voters are to be notified of the photo ID requirement. Anyone who does not have a valid form of photo ID will be asked to sign an acknowledgement of the requirement, and that list of names will become public record.

Section 4.1 appropriates funds to SBEEE for the purposes of implementing this bill.

FISCAL ANALYSIS

There are two main components to the cost of this bill – the printers and education. The bill also affects DMV fee revenue.

State Board of Elections and Ethics Enforcement Impact

1. Printers

This analysis assumes that SBEEE will provide funding for ID printers at each county board of elections, resulting in 100 machines (one machine per county in North Carolina). The cost for 100 printers, ink, and ID cards is estimated at \$112,500 (see cost itemization in Chart 1). In the 2016 election, there were approximately 450 one-stop voting sites. Assuming the number of one-stop sites remains the same across the State, county boards of elections could request printers for up to 450 sites, at a maximum cost of \$506,250 (see cost itemization in Chart 2). The county boards of elections printing requirements go into effect January 1, 2020, and therefore the funds for printers will be needed in FY 2019-20.

The charts below show the cost estimates for the purchase of printers, as provided by SBEEE. Chart 1 shows the estimate for the low-end of the range, or the purchase of one printer per county. Chart 2 shows the estimate for the high-end of the range, or the purchase of 450 printers. Each chart assumes a printer is purchased, which includes two-sided printing capabilities, a camera, necessary software, and technological support. The ID cards come in bundles of 100, and each analysis assumes 5 bundles will be purchased per printer, for a total of 500 ID cards per printer.



Chart 1 (Low range)

Item	Quantity	Cost per unit	Total
Printer	100	\$1,000	\$100,000
Color Ribbon	100	\$50	\$5,000
ID Cards	500	\$15	\$7,500
Total	700	\$1,065	\$112,500

Chart 2 (High range)

Item	Quantity	Cost per unit	Total
Printer	450	\$1,000	\$450,000
Color Ribbon	450	\$50	\$22,500
ID Cards	2,250	\$15	\$33,750
Total	3,150	\$1,065	\$506,250

2. Education

The bill directs SBEEE to educate the public about the option of voter photo ID cards. No specific means for education are outlined in the bill, but options for outreach may be similar to efforts done by SBEEE in prior years on voter ID, including: a) identifying and contacting individual voters who may lack appropriate ID for voting purposes, b) raising the general awareness of the photo ID requirements, and c) targeting populations such as elderly, disabled, or economically disadvantaged residents to provide additional information on voter ID options.

a) Contacting individual voters: Leading up to the 2016 election, SBEEE matched Department of Motor Vehicles (DMV) records with a list of registered voters in the State to determine individuals that may be lacking proper identification for voting. Mailings were sent to individuals to explain the identification rules and options for obtaining an ID. SBEEE provided pre-paid return envelopes in the mailings and offered help to individuals who requested assistance in obtaining an ID.

b) General awareness: SBEEE will likely use a variety of methods for outreach to the general public on voter ID. In 2015, SBEEE implemented a media campaign for voter outreach. The campaign included radio and television advertisements, billboards, updates to the SBEEE website, printed materials like flyers and posters, and an updated Voter Guide, which is already required by statute. SBEEE also included information on voter ID to newly-registered voters by adding information to the voter registration application forms.

c) Targeted outreach: SBEEE staff may target certain populations for education by making presentations to different groups and developing partnerships with other governmental and nonprofit organizations to disseminate necessary information.

Based on data from the National Conference of State Legislatures, the state of Indiana spent a total of \$2.2 million on voter education over six years, with \$600,000 spent in a single year.

The State of Georgia reported spending approximately \$840,000 over a period of fourteen months on an education campaign for voter ID requirements.

The expenditures by SBEEE for these types of outreach activities over a four year period (from FY 2013-14 to FY 2016-17) totaled approximately \$2.5 million. This figure also includes costs related to salary and benefits for employees and travel. In FY 2013-14, the legislature appropriated \$1 million recurring to SBEEE for the implementation of the Voter Identification and Verification Act (VIVA). Those funds are still appropriated to SBEEE. Therefore, it is estimated that any additional expenditures for SBEEE for education and outreach will be between \$840,000 and \$1.5 million nonrecurring.

Local Government (County) Impact

Although the printers will be purchased by the State initially, ongoing maintenance and operations will be funded by counties. Because the total number of ID cards that will be requested are unknown, there is no estimate included in this analysis for the ongoing costs to counties for the printers. Ongoing costs may include the purchase of additional ID cards or new color ribbons for printing. The costs would likely be minimal, but the actual amount will depend on the number of printers in each county and the number of ID cards requested.

Division of Motor Vehicles (DMV) Impact

G.S. 20-37.7(d) sets the fee for a special ID equal to the fee for a duplicate driver's license. That fee is currently \$13. According to data received from the DMV, DMV collects approximately \$3 million per year in revenue from fees paid by adults receiving a special ID. Because the bill allows any resident aged 17 years or older to obtain a special ID without paying the fee, the bill will result in a revenue loss of approximately \$3 million annually. Revenue losses in FY 2018-19 will begin when the bill becomes law, assumed to be January 1, 2019; therefore, the impact in the current fiscal year is estimated at \$1.5 million.

TECHNICAL CONSIDERATIONS

N/A.

DATA SOURCES

State Board of Elections and Ethics Enforcement, National Conference of State Legislatures, Division of Motor Vehicles

LEGISLATIVE FISCAL NOTE – PURPOSE AND LIMITATIONS



This document is an official fiscal analysis prepared pursuant to Chapter 120 of the General Statutes and rules adopted by the Senate and House of Representatives. The estimates in this analysis are based on the data, assumptions, and methodology described in the Fiscal Analysis section of this document. This document only addresses sections of the bill that have projected direct fiscal impacts on State or local governments and does not address sections that have no projected fiscal impacts.

CONTACT INFORMATION

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