

## Fiscal Estimate - 2009 Session

Original     
  Updated     
  Corrected     
  Supplemental

<b>LRB Number</b> <b>09-4500/2</b>	<b>Introduction Number</b> <b>AB-0947</b>	
<b>Description</b> Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty		
<b>Fiscal Effect</b>  <b>State:</b> <input type="checkbox"/> No State Fiscal Effect <input checked="" type="checkbox"/> Indeterminate <input type="checkbox"/> Increase Existing Appropriations <input type="checkbox"/> Increase Existing Revenues <input checked="" type="checkbox"/> Increase Costs - May be possible to absorb within agency's budget <input type="checkbox"/> Decrease Existing Appropriations <input type="checkbox"/> Decrease Existing Revenues <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Create New Appropriations <input type="checkbox"/> Decrease Costs		
<b>Local:</b> <input type="checkbox"/> No Local Government Costs <input type="checkbox"/> Indeterminate 1. <input type="checkbox"/> Increase Costs      3. <input type="checkbox"/> Increase Revenue      5. Types of Local Government Units Affected <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory <input type="checkbox"/> Towns <input type="checkbox"/> Village <input type="checkbox"/> Cities 2. <input type="checkbox"/> Decrease Costs      4. <input type="checkbox"/> Decrease Revenue <input type="checkbox"/> Counties <input type="checkbox"/> Others <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory <input type="checkbox"/> School Districts <input type="checkbox"/> WTCS Districts		
<b>Fund Sources Affected</b> <b>Affected Ch. 20 Appropriations</b> <input checked="" type="checkbox"/> GPR <input checked="" type="checkbox"/> FED <input type="checkbox"/> PRO <input type="checkbox"/> PRS <input type="checkbox"/> SEG <input type="checkbox"/> SEGS 20.511		
<b>Agency/Prepared By</b> GAB/ Nathaniel Robinson (608) 267-0715	<b>Authorized Signature</b> Kevin Kennedy (608) 266-8005	<b>Date</b> 4/17/2010

## Fiscal Estimate Narratives

GAB 4/17/2010

LRB Number	09-4500/2	Introduction Number	AB-0947	Estimate Type	Original
<b>Description</b> Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty					

### Assumptions Used in Arriving at Fiscal Estimate

With certain limited exceptions, this bill requires most individuals to provide an acceptable document for identification purposes before being allowed to register to vote or vote. This bill provides that all voters appearing at the polling place must provide acceptable identification. In addition, new Wisconsin residents voting for President only, either in the clerk's office or at the polling place must provide acceptable identification. An absentee voter must enclose a copy of acceptable identification with his or her voted ballot.

Several exceptions and contingencies to the ID requirement are included in the bill (confidential electors, persons whom law enforcement has required surrender of driver license, military and overseas electors, indefinitely confined electors voting by Special Voting Deputy (SVD) or not voting by SVD, and voters who have submitted ID previously in connection with voting by absentee ballot).

In most cases, failure to provide acceptable identification results in the elector voting provisionally. However, persons whom law enforcement has required surrender of driver license may provide a citation or notice of intent to revoke or suspend in lieu of a driver license; these individuals vote a challenged ballot.

The bill directs G.A.B. to conduct public information campaigns intended to educate the public about the identification requirements. The bill also directs G.A.B. to conduct an ongoing outreach effort to identify and assist voters in obtaining or renewing licenses or ID cards.

The bill also eliminates the option to use a corroborator in lieu of providing proof of residence. The bill permits the use of Special Voting Deputies (SVDs) in two additional types of facilities.

#### Statewide Voter Registration System (SVRS)

The SVRS would need to be modified in order to track whether an absentee voter has previously submitted ID and is, therefore, not required to provide ID with subsequent absentee ballot submissions. SVRS modification would also be needed to update the absentee ballot function in order to support the ID requirement and to manage the additional provisional ballot scenario. Training for clerks that use the SVRS would be imperative.

It is expected that additional modifications to SVRS required by this bill would take approximately 6 months, utilizing 2 application developers and 1 database administrator at a \$90 IT staff blended rate. The anticipated cost of SVRS modifications required by this bill may be in excess of \$300,000.

#### Training

The Web-Based Election Training System WBETS is used as an instructional tool for municipal and county clerks who have access to the SVRS system. To effectively train clerks on entering and tracking the additional provisional and absentee data, approximately 5 training modules would need to be added to WBETS. Each module would include a business process PowerPoint presentation; interactive, step-by-step instruction; video instruction and SVRS screen shots. Existing hard-copy instructional materials would require revision.

Designing, developing, testing and implementing the 5 modules and their respective components would require two G.A.B. trainers dedicated to the project for approximately six weeks. Staff time for two trainers working a total of 480 hours at an hourly rate of \$20, plus the cost of revising and distributing hard copy

instructional materials is approximately \$10,000.

The bill imparts additional detailed and somewhat complicated concepts for clerks and election inspectors to grasp. Current in-person training of municipal clerks and chief inspectors would need to be expanded to include these new procedures and requirements. At least one WisLine program and, likely, several regional in-person trainings would need to be dedicated to the new requirements and procedures. Ongoing training would be necessary in order to effect a real understanding of the concepts and nuances of the bill.

#### Forms and Materials Revision

In addition to the WBETS materials mentioned above, several Government Accountability Board (G.A.B.) forms and manuals would also require revision:

- Application for Absentee Ballot (GAB-121) – Add checkbox to indicate ID had been presented. Remove witness requirement from Hospitalized Elector session.
- Application for Voter Registration (GAB-131) – Eliminate corroborator references. Add checkbox to indicate ID has been presented.
- Certificate Envelope for Provision Ballot (GAB-123) – Add checkbox for additional provisional voting reason.
- Challenge Documentation (GAB-104c) – Update to include additional reason a challenge may occur.
- Uniform Instructions for Absentee Voters – Include information about ID requirement.
- Faxing and Emailing Ballots – Include information about ID requirement.
- Notice of Election and Sample Ballot (Type B Notice) – Revise to include instructions to provide ID. Eliminate corroborator language.
- Absentee Voting in Nursing Homes, Community-Based Residential Facilities and Qualified Retirement Homes (Manual) – Add information with respect to the additional two types of facilities that may utilize Special Voting Deputies. Also, add information regarding alternate ID that residents may provide and add instructions to Special Voting Deputies regarding verifying residents' identity. Create form for this purpose.
- Election Day Manual – Incorporate ID requirements for election day registrants and voters, new Wisconsin residents voting for president only, absentee voters, additional provisional voting scenarios, and additional reason for challenging a voter. Provide instruction for managing additional duties at the polling place.
- Election Administration Manual - Incorporate ID requirements for absentee voters, new Wisconsin residents voting for President only, and additional provisional voting and challenged ballot information. Provide instruction for managing additional duties in clerk's office.

The cost to the G.A.B. to revise forms and manuals is negligible. The brunt of the cost is borne by local governments that will need to purchase updated forms and manuals. Local governments may also be required to employ additional staff and election officials to manage the increase in Election Day issues and traffic resulting from the requirement for each elector to produce a document and subsequent increased provisional voting issues. Voters attempting to vote without acceptable ID may choose to vote provisionally or may choose to retrieve ID and return to the polling place to vote. The municipal clerk's office would experience additional activity, traffic, phone calls, etc., due to voters following up on requirement to provide ID. There will also be a learning curve for inspectors and clerks due to the complexity of the bill.

#### Public Outreach and Education

A public information campaign intended to inform the public of the requirement to provide identification before voting would require dissemination of information via the agency website, production of pre-recorded audio and video public service announcements for use on radio, television and the internet, as well as newspaper ads. Informational materials would be produced and provided to clerks for dissemination to voters. Polling place signage would need to be produced and provided to clerks.

An outreach effort to identify and assist voters in obtaining or renewing licenses or ID cards would involve utilizing the same information avenues as listed in the previous paragraph, as well as community groups and social service programs. Outreach may involve providing transportation to and from DMV offices.

Depending on the scope of the outreach and education program, the cost of alerting voters to the identification requirement and providing outreach and assistance to those in need of identification or renewal of identification could be well upwards of \$100,000.

#### Fiscal Impact

G.A.B. staff estimates a one-time cost of approximately \$300,000 to modify the Statewide Voter Registration System and Web-based Election Training System, and to update hard-copy training materials. The cost of education and outreach is estimated at \$100,000, with implications of long term fiscal impact.

G.A.B. staff anticipates an indeterminate and on-going cost to local governmental units in the form of purchase of updated forms, manuals and materials; additional staff, additional polling place personnel; replacement of personnel already overwhelmed by the rigors and constant changes and additions to election law, and additional training costs.

#### **Long-Range Fiscal Implications**

Continuation of education and outreach programs have indeterminate long-range fiscal implications for G.A.B.