

Proposition 309
Voter Identification; Affidavit; Procedure
Fiscal Analysis

Estimated Impact

Proposition 309 enacts changes to the state's voter identification requirements for both mail-in and in-person voting. In addition, the measure exempts the Arizona Department of Transportation (ADOT) from charging a fee to persons applying for a non-driver license identification card, if the person attests they are applying for the card in order to comply with voter identification requirements.

ADOT currently collects \$3.2 million in annual fees for non-driver license identification cards, which is deposited to the Highway User Revenue Fund (HURF). The fee exemption will reduce a portion of this HURF revenue. We do not think that there is reliable means of determining the usage of the new identification card fee exemption. In addition, ADOT would incur one-time costs of \$30,000 for information technology upgrades to process the new fee exemption.

The measure changes the voter identification requirements for mail-in voting by requiring the voter affidavit to include both of the following additional items: a specific identification number (such as driver license or non-driver license identification card number) and the voter's date of birth. The proposition requires both of these additional items to be confirmed by elections officials before the mail-in ballot may be counted. The additional workload with confirming the new identification items for each mail-in ballot is expected to increase local government elections costs. We cannot determine the specific amount of these local government costs.

The measure also changes the voter identification requirements for all types of in-person voting by eliminating the use of certain forms of identification that are currently allowed by state law. These changes to in-person identification requirements are not expected to have a fiscal impact, as the workload for processing each in-person voter and overall poll worker staffing levels would be relatively unchanged under the measure.

Analysis

State Government Impact – Identification Card Fee Exemption

Under current law, ADOT charges \$12 for each non-driver license identification card issued, including both new issuances and duplicate requests. Non-driver license identification cards do not have an expiration date. ADOT indicates that on average, the state issues 265,600 of these types of cards each year. The fee revenue from identification card issuances is deposited into the Highway User Revenue Fund (HURF).

The measure exempts ADOT from charging a fee to persons applying for a non-driver license identification card, if the person attests they are applying for the card in order to comply with voter identification requirements. Of the 265,600 cards issued in a given year, we are uncertain how many persons will request the fee exemption for voter identification reasons. If all 265,600 persons were to receive a fee exemption, the state revenue loss to HURF could be up to \$3.2 million ($\$12 \times 265,600 = \$3,187,200$).

In addition, ADOT has reported that it would incur one-time costs for information technology upgrades to process the new fee exemption. These costs would include 200 hours of computer programming labor (at \$125/hour) and an additional 50 labor hours related to testing and implementation (at \$100/hour). In total, ADOT estimates these one-time information technology upgrade costs would be \$30,000.

Local Government Impact – Voter Identification Requirements

Under current law, mail-in ballots contain an affidavit where a person attests under the penalty of perjury to being a registered voter and other provisions. This affidavit is signed by the voter and upon receipt of the ballot, election officials must confirm the signatures matches the voter's registration record before the ballot may be counted.

(Continued)

The proposition would add 2 new requirements to the mail-in voting affidavit: 1) An "early voter identification number" which includes any of the following: driver license number, non-driver license identification card number, last four digits of the voter's social security number, or the voter's unique identification in the voter registration database (used in limited circumstances); and 2) The voter's date of birth. In addition to the standard signature verification, the measure requires that these 2 additional items also be validated before the ballot may be counted.

We have requested information from the Arizona Association of Counties regarding the local government impact and have not yet received a response. Without additional information from county governments, we cannot determine this local government cost related to validating the additional mail-in voting affidavit items.

Under current law, when voting in-person, a voter may present the following forms of identification:

- 1) One complete document that includes photo, name and address (such as a driver license)
- 2) One partial document (such as a driver license with a different address, or document with no address such as U.S. passport or U.S. military identification) along with one non-photo address document (such as utility bill or bank statement, or Arizona vehicle registration)
- 3) Two non-photo address documents

The measure would change the voter identification requirements for all types of in-person voting by eliminating the use of option #3 above (two non-photo address documents). The identification requirement change would apply to both early in-person voting and election day in-person voting.

These changes to in-person identification requirements are not expected to have a fiscal impact. The measure's prohibition on using two non-photo address documents as identification does not appear to change the workload for processing each in-person voter or overall poll worker staffing levels.

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