

Department of Legislative Services  
 Maryland General Assembly  
 2013 Session

FISCAL AND POLICY NOTE

House Bill 481 (Delegate Tarrant, *et al.*)  
 Ways and Means

Early Voting Centers - Legislative Districts

This bill repeals provisions that determine the number of early voting centers in each county based on the number of registered voters in the county and instead requires that each county have one early voting center established in each General Assembly legislative district located in whole or in part in the county.

Fiscal Summary

**State Effect:** General fund expenditures increase by \$72,700 in FY 2014 due to costs for additional early voting centers for the 2014 gubernatorial primary election. Future years reflect ongoing costs for additional early voting centers as well as additional voting equipment and associated operations and maintenance costs, assuming a new voting system is implemented for the 2016 elections.

(in dollars)	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Revenues	\$0	\$0	\$0	\$0	\$0
GF Expenditure	72,700	15,500	173,700	173,600	173,400
Net Effect	(\$72,700)	(\$15,500)	(\$173,700)	(\$173,600)	(\$173,400)

*Note:() = decrease; GF = general funds; FF = federal funds; SF = special funds; - = indeterminate effect*

**Local Effect:** Local government expenditures increase by approximately \$678,100 in FY 2014 for additional early voting centers. **This bill imposes a mandate on a unit of local government.**

**Small Business Effect:** None.

## Analysis

**Current Law:** The number of early voting centers in a county is determined as shown in **Exhibit 1**.

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### Exhibit 1 Early Voting Centers Per County Current Law

<b>Registered Voters <u>In County</u></b>	<b>Early Voting <u>Centers</u></b>
< 150,000	1
150,000 – 300,000	3
> 300,000	5

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**Background:** See the attached **Appendix – Early and Absentee Voting** for general background information on early voting. **Exhibit 2** shows, based on voter registration as of December 2012, the number of early voting centers in each jurisdiction under current law and under the bill.

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**Exhibit 2**  
**Early Voting Centers under Current Law and under the Bill**

<b>Jurisdiction</b>	<b>Registered Voters (December 2012)</b>	<b>Early Voting Centers under Current Law</b>	<b>Early Voting Centers Proposed*</b>
Montgomery	626,976	5	8
Prince George's	578,254	5	8
Baltimore	523,978	5	8
Baltimore City	398,227	5	6
Anne Arundel	356,429	5	5
Howard	194,137	3	3
Harford	162,705	3	3
Frederick	148,565	1	2
Carroll	112,835	1	3
Charles	100,346	1	2
Washington	88,978	1	2
St. Mary's	65,021	1	1
Cecil	63,239	1	2
Calvert	59,650	1	2
Wicomico	57,578	1	2
Allegany	42,358	1	1
Worcester	36,825	1	1
Queen Anne's	33,008	1	1
Talbot	25,878	1	1
Dorchester	20,582	1	1
Garrett	19,080	1	1
Caroline	18,515	1	2
Somerset	13,694	1	1
Kent	12,704	1	1
<b>Total</b>	<b>3,759,562</b>	<b>48</b>	<b>67</b>

\*Based on the number of legislative districts located in whole or in part in the county.

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**State Fiscal Effect:** General fund expenditures increase by approximately \$72,700 in fiscal 2014, as shown in **Exhibit 3**. This estimate accounts for the State's portion of voting equipment delivery and network service costs and one-time equipment costs for an additional 19 early voting centers required to be established by the bill for the 2014 gubernatorial primary and future elections.

The estimate assumes that Frederick County would only have one early voting center for the 2014 elections in the absence of the bill. However, if Frederick County's voter registration surpasses 150,000 and the county would have three early voting centers for the 2014 elections under current law, the cost increases would be somewhat reduced.

A significant portion of the State costs associated with this bill will be incurred from fiscal 2016 forward, assuming a new optical scan voting system is implemented for the 2016 elections. Based on certain assumptions about equipment costs for the new system, general fund expenditures may increase by approximately \$173,700 in fiscal 2016, accounting for the cost of additional optical scan machines and ballot-on-demand printers for the 19 additional early voting centers (financed over a five-year lease purchase term), software and maintenance costs for the optical scan machines, and ongoing voting equipment delivery and network service costs for the 19 additional centers. Ballot-on-demand printers are needed to be able to provide various ballot styles at an early voting center for voters throughout a county. The voting system-related expenditure increases represent the State's share of the voting system costs. Pursuant to Chapter 564 of 2001 (HB 1457), SBE shares voting system costs with the local boards of elections.

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**Exhibit 3**  
**Impact on State Expenditures**

	<u>FY 2014</u>	<u>FY 2015</u>	<u>FY 2016</u>	<u>FY 2017</u>	<u>FY 2018</u>
General early voting cost increases	\$72,675	\$15,520	\$15,520	\$15,520	\$15,520
Optical scan machines and ballot-on-demand printers for additional early voting centers – capital costs			153,038	152,880	152,720
Optical scan machines – operations and maintenance			5,108	5,154	5,190
<b>Total</b>	<b>\$72,675</b>	<b>\$15,520</b>	<b>\$173,666</b>	<b>\$173,554</b>	<b>\$173,430</b>

Note: Operations and maintenance costs for the ballot-on-demand printers are not included and could further increase costs.

Source: Department of Legislative Services

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**Local Fiscal Effect:** Local government expenditures increase by approximately \$678,100 in fiscal 2014, as shown in **Exhibit 4**. This estimate accounts for costs of 19 additional early voting centers in various counties.

The estimate is based largely on survey information submitted by local boards of elections covering early voting costs for the 2012 elections and how those costs would be affected by changes to the number of early voting centers. The estimate assumes that an early voting period of six days, similar to past early voting periods, would be held in 2014. As mentioned above under State Fiscal Effect, the overall cost increases would be

somewhat reduced if Frederick County would have three early voting centers for the 2014 elections under current law.

Beginning in fiscal 2016, local government expenditures will also increase to account for the local governments' share of the cost of additional optical scan voting machines and ballot-on-demand printers needed for additional early voting centers, assuming an optical scan system is implemented for the 2016 elections.

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**Exhibit 4**  
**Impact on Local Government Expenditures**

	<u>FY 2014</u>	<u>FY 2015</u>	<u>FY 2016</u>	<u>FY 2017</u>	<u>FY 2018</u>
General early voting cost increases	\$678,138	\$666,059	\$493,391	\$666,059	\$493,391
Optical scan machines and ballot-on-demand printers for additional early voting centers – capital costs			153,038	152,880	152,720
Optical scan machines – operations and maintenance			5,108	5,154	5,190
<b>Total</b>	<b>\$678,138</b>	<b>\$666,059</b>	<b>\$651,537</b>	<b>\$824,093</b>	<b>\$651,300</b>

Note: Operations and maintenance costs for the ballot-on-demand printers are not included and could further increase costs.

Source: Department of Legislative Services

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**Additional Information**

**Prior Introductions:** None.

**Cross File:** SB 497 (Senator Pugh, *et al.*) - Education, Health, and Environmental Affairs.

**Information Source(s):** State Board of Elections; Department of Budget and Management; RTI International, *Maryland Voting Systems Study* (2010); Allegany, Anne Arundel, Baltimore, Carroll, Caroline, Cecil, Charles, Dorchester, Frederick, Garrett, Harford, Howard, Kent, Montgomery, Prince George's, St. Mary's, Somerset, Talbot, Washington, and Worcester counties; Baltimore City; Maryland Association of Counties; Department of Legislative Services

**Fiscal Note History:** First Reader - February 20, 2013  
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## Appendix – Early and Absentee Voting

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### *In Maryland*

Maryland voters have the option of voting at an early voting center prior to election day or by absentee ballot, as alternatives to voting at a polling place on election day. These options are relatively recent changes to Maryland law. In-person early voting at early voting centers was first implemented in 2010 and “no excuse” absentee voting (not requiring a reason that a voter cannot vote on election day) was first allowed in 2006.

**Exhibit 1** shows that, as a percentage of overall turnout in the 2010 and 2012 elections, use of early voting has been steadily increasing, from just under 10% in the 2010 primary election to approximately 16% in the 2012 general election, and use of absentee voting has been relatively consistent, between 3% and 6%. The actual numbers of voters who utilized these methods, however, as opposed to the percentages of voter turnout that they represented, varied much more significantly, consistent with the significant differences in overall turnout for the different elections (shown in parentheses in Exhibit 1).

The number of early voting centers in each county is dependent on the number of registered voters in the county. A county with fewer than 150,000 registered voters has one early voting center; a county with more than 150,000 but fewer than 300,000 registered voters has three early voting centers; and a county with more than 300,000 registered voters has five early voting centers (**Exhibit 2**). A voter may vote at any early voting center in the voter’s county of residence.

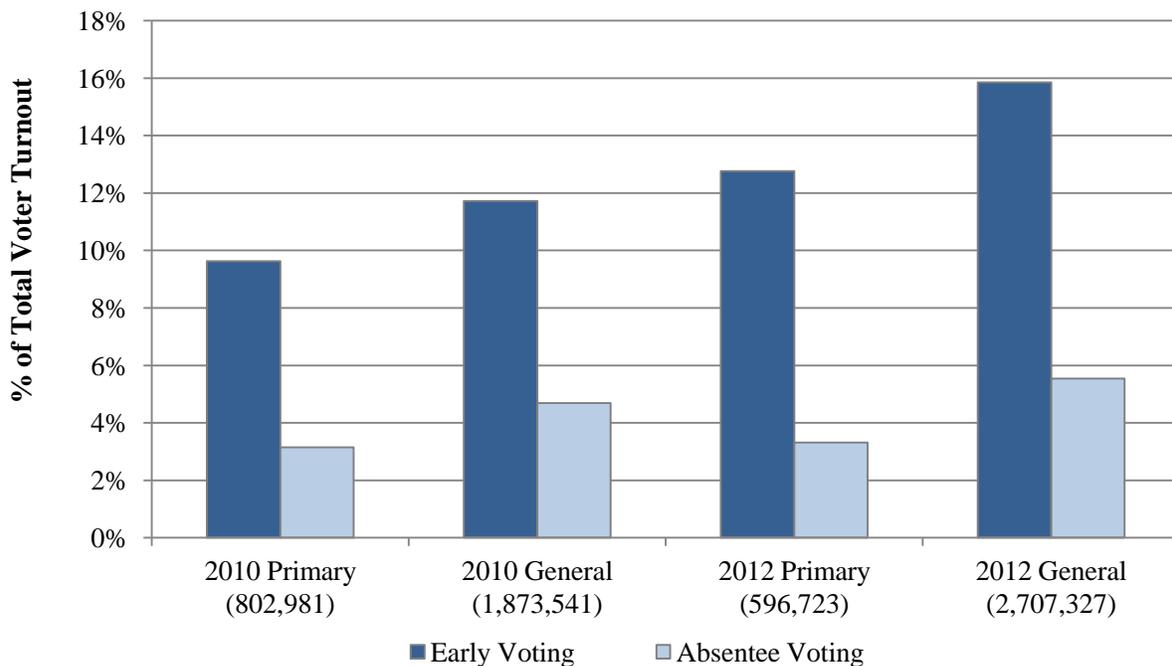
Early voting was available for six days prior to the 2010 primary and general elections and the 2012 primary election, ending on the Thursday before the election in each case. Hurricane Sandy caused early voting to only be available for five days prior to the 2012 general election, ending on the Friday before the election. The early voting hours were generally from 10 a.m. to 8 p.m. each day with the exception of shorter hours when early voting fell on a Sunday and extended hours during the 2012 general election to mitigate the lesser number of days resulting from Hurricane Sandy.

The Maryland Code provides that early voting should be available for any regularly scheduled primary or general election but only specifies early voting periods and hours for the already held 2010 and 2012 elections. The statute does not specify what the early voting periods and hours will be for future elections or for other “regularly scheduled primary or general elections,” such as the already held 2011 Baltimore City elections. Pursuant to Attorney General advice, the State Board of Elections established the early voting dates and hours for the 2011 Baltimore City elections.

With respect to absentee voting, a voter must request an absentee ballot from their local board of elections and may either mail in the completed ballot, postmarked on or before election day, or deliver it to the local board of elections in person by the close of polls on election day. A person may also request, complete, and submit an absentee ballot all at one time at a local board of elections office.

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**Exhibit 1**  
**Maryland Early and Absentee Voting Turnout**  
**2010-2012**



Note: Official turnout information for the 2012 general election was not available as of early February. The 2012 general election information above is based on official results for the presidential race reported by the State Board of Elections, which should be comparable to the overall turnout.

Source: State Board of Elections; Department of Legislative Services

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*In Other States*

Currently, 32 states (and the District of Columbia) offer in-person early voting and 27 states (and the District of Columbia) permit no excuse absentee voting, according to the National Conference of State Legislatures (NCSL). In addition, Washington and Oregon conduct all elections by mail. Overall, 26 states and the District of Columbia

offer both early voting and no excuse absentee voting, as Maryland does, and 15 states allow neither early voting nor no excuse absentee voting.

The timing and length of early voting periods varies among the early voting states. According to NCSL, the average starting time for early voting, across the 32 states, is 22 days before an election. Maryland's early voting periods started on the eleventh day before the elections in 2010 and on the tenth day before the elections in 2012. NCSL indicates that the average length of early voting periods across the states is 19 days and early voting typically ends just a few days before election day, somewhere between the Thursday and the Monday before election day.

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**Exhibit 2**  
**Number of Early Voting Centers in Each Jurisdiction**  
**2012 Elections**

<b><u>One Early Voting Center</u></b>	<b><u>Three Early Voting Centers</u></b>	<b><u>Five Early Voting Centers</u></b>	
Allegany	Harford <sup>1</sup>	Howard	Anne Arundel
Calvert	Kent		Baltimore City
Caroline	Queen Anne's		Baltimore
Carroll	St. Mary's		Montgomery
Cecil	Somerset		Prince George's
Charles	Talbot		
Dorchester	Washington		
Frederick	Wicomico		
Garrett	Worcester		

<sup>1</sup>Harford County had over 150,000 registered voters as of December 2012, which will cause the county to have three early voting centers for future elections if voter registration in the county remains at that level.

Source: State Board of Elections; Department of Legislative Services

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