

Department of Legislative Services
Maryland General Assembly
2022 Session

FISCAL AND POLICY NOTE
First Reader

House Bill 113
Ways and Means

(Delegate Long)

Elections - In-Person Voting - Proof of Identity

This constitutional amendment requires that each individual seeking to vote in person at a polling place or early voting center prove the individual's identity by presenting to an election judge (1) a valid government-issued photo identification or (2) a valid nongovernment-issued photo identification and a current utility bill, bank statement, paycheck, government check, or other government document that states the voter's name and address. An individual who does not prove the individual's identity must be issued and may cast a provisional ballot.

Fiscal Summary

State Effect: If the constitutional amendment is approved by the voters, general fund expenditures increase significantly in FY 2024 through 2027 for voter outreach. Costs may total at least \$500,000 each year; however, local boards of elections are expected to be responsible for a portion of the cost. Voter outreach costs diminish beyond FY 2027.

Local Effect: If the constitutional amendment is approved by the voters, local government expenditures increase due to costs associated with voter outreach, additional election judges and equipment, and additional provisional ballots. **This bill imposes a mandate on a unit of local government.**

Small Business Effect: None.

Analysis

Current Law: For each individual who seeks to vote, an election judge has to:

- locate the voter's name in the election register or inactive list;

- establish the voter’s identity by requesting that the voter state their month and day of birth and comparing the response to the information in the election register;
- verify the address of the voter’s residence, unless the voter’s personal information has been deemed confidential by the local board, in which case an alternative verification method, established by the State Board of Elections, must be conducted; and
- have the voter sign a voting authority card.

Upon completion of those procedures, a voter is entitled to vote a regular ballot. If a voter’s name is not found on the election register or the inactive voter list, the voter is referred to vote a provisional ballot.

State Fiscal Effect: If the constitutional amendment is approved by the voters, general fund expenditures are expected to increase significantly in fiscal 2024 to conduct voter outreach regarding the voter identification requirement prior to the 2024 presidential primary election. Costs of voter outreach in fiscal 2024 may total at least \$500,000. It is expected that local boards of elections will be responsible for part of the cost of a voter outreach campaign, but how the cost will be shared by the State and local boards is uncertain. Significant voter outreach costs will likely also be incurred in fiscal 2025 through 2027 for outreach prior to the presidential general election and 2026 gubernatorial elections but will subsequently diminish as voters become more accustomed to the requirement.

Efforts to redevelop election judge procedures, training materials, and polling place signs, and to train local board staff, are assumed to be absorbable within existing resources.

Local Fiscal Effect: If the constitutional amendment is approved by the voters, expenditures are expected to increase for local boards of elections for the 2024 presidential primary election and future elections to account for costs such as voter outreach, training and compensation of additional election judges, additional election judge equipment, and/or additional provisional ballot materials and canvassing (personnel) costs. Based on information provided by a small number of counties, costs may vary from relatively minimal costs in some counties to more significant costs in others, depending on a county’s approach to implementation of the bill’s requirement.

Kent, Washington, and Worcester counties, for example, estimate they would incur costs of \$59,000, \$188,000, and \$53,000, respectively, in fiscal 2024 (with lesser ongoing costs in future years) primarily associated with voter education and additional election judges and pollbook equipment to alleviate any effect the voter identification requirement has on voter wait times.

Additional Information

Prior Introductions: None.

Designated Cross File: None.

Information Source(s): State Board of Elections; Baltimore City; Kent, Washington, and Worcester counties; Department of Legislative Services

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