

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 0299S.01I
Bill No.: SB 280
Subject: Elections; Department of Revenue
Type: Original
Date: March 24, 2025

Bill Summary: This provision modifies provisions relating to voter registration.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND			
FUND AFFECTED	FY 2026	FY 2027	FY 2028
General Revenue	(\$67,500)	\$0	\$0
Total Estimated Net Effect on General Revenue	(\$67,500)	\$0	\$0

ESTIMATED NET EFFECT ON OTHER STATE FUNDS			
FUND AFFECTED	FY 2026	FY 2027	FY 2028
Total Estimated Net Effect on <u>Other State Funds</u>	\$0	\$0	\$0

Numbers within parentheses: () indicate costs or losses.

ESTIMATED NET EFFECT ON FEDERAL FUNDS			
FUND AFFECTED	FY 2026	FY 2027	FY 2028
Total Estimated Net Effect on <u>All</u> Federal Funds	\$0	\$0	\$0

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)			
FUND AFFECTED	FY 2026	FY 2027	FY 2028
Total Estimated Net Effect on FTE	0	0	0

- Estimated Net Effect (expenditures or reduced revenues) expected to exceed \$250,000 in any of the three fiscal years after implementation of the act or at full implementation of the act.
- Estimated Net Effect (savings or increased revenues) expected to exceed \$250,000 in any of the three fiscal years after implementation of the act or at full implementation of the act.

ESTIMATED NET EFFECT ON LOCAL FUNDS			
FUND AFFECTED	FY 2026	FY 2027	FY 2028
Local Government	\$0	\$0	\$0

FISCAL ANALYSIS

ASSUMPTION

§115.160 – Voter Registration

Officials from the **Department of Revenue (DOR)** state the Division of Motor Vehicle and Driver Licensing shall determine whether an applicant for a driver's license has the requisite proof of citizenship needed to register to vote. Not later than the third Tuesday prior to each election and at least once every thirty days, the Division shall report to the Secretary of State each person who has applied for and received a driver's license and whether each such person has provided proof of citizenship, provided proof of noncitizenship, or not provided proof of either citizenship or noncitizenship.

Administrative Impact

The proposed language will require each applicant to provide proof of U.S. citizenship at the time of application for voter registration. The department assumes that under section 7 this will only include any person registering to vote when applying for or renewing a Missouri driver's license.

The Department assumes only visual verification of proof of citizenship will be required to comply with this section. To ensure the privacy of source documents, proof of citizenship will be provided by the customer and seen as proof of citizenship but will not require the Department to collect and forward to the Local Election Authority or Secretary of State, copies of documents verifying U.S. Citizenship for every new or renewal application where such information has been previously verified. The Driver License Bureau current process today includes verification of proof of citizenship per §302.171.

Under current provisions of law the Department is only allowed to retain copies of such source documents for REAL ID-compliant card applications or if the customer has chosen to opt in for ten year retention. For non REAL ID-compliant cards, the documents are visually verified, but not retained.

An electronic collection and transfer requirement may have a significant fiscal impact to the Department to make necessary system and procedural updates and may require additional language in §302.170 to allow the Department to retain and submit these documents.

An applicant for a subsequent driver license, nondriver license, permit, or address change may not be required to present citizenship to complete their transaction with the Department based on prior verifications. The proposed language will result in the Department having to deny voter registration.

Additional Comments

The Driver License Bureau's current process related to §115.160 is as follows: Transactions initiated in the office require the clerk to ask the applicant the required motor voter questions in the correct format, as they have been approved by the representative agencies to ensure all statutory provisions have been met in relation to these processes. Providing each eligible (U.S. Citizen or Permanent resident) applicant with the opportunity to register or update their voter registration by asking the questions, as provided, and keying the applicant's response correctly is a mandatory function of all offices to comply with provisions of the National Voter Registration Act and Missouri law. If the transaction type is for a duplicate (unless for a first-time REAL ID-compliant document) then all voter questions will be enabled and must be completed.

The Department currently electronically submits data to the Secretary of State (SOS) within three business days, as required by Section 115.160, RSMo. The information includes the applicant's driver's license number or social security number, signature, or unique identifying number. It also includes a field for 'US Citizen' that is indicated with Y(yes)/N(no) when submitted.

As analyzed, the administrative impact is minimal. If the proposed legislation requires the department to scan all source documents the administrative impact will require additional revenue and resources.

To implement the proposed language the Department would be required to:

- Coordinate with the Secretary of State to define requirements, procedures, new form for data collection, revisions to current forms and methods of data sharing to implement new information that must be provided to individuals making application in person and by eligibility mail-in application processing
- Review rules and regulations proposed by the Secretary of State
- Collaborate with Missouri's vendor, FAST, to incorporate a new opt out process for eligible transactions, new mandated information to be displayed for individual review, and approval and developing a new monthly file or updating the current data files shared with the Secretary of State to include mandated elements including attestations
- Complete programming and user acceptance testing
- Update procedures, forms, and the Department website
- Update the on-line address change request process
- Obtain necessary reviews and approvals from the Secretary of State and others as applicable
- Update the Missouri Driver Guide (on-line and printed versions); and
- Train staff.

FY 2025-Driver License Bureau

Research/Data Assistant 240 hrs. @ \$19.28 per hr. =\$4,675
Research/Data Analyst 320 hrs. @ \$28.75 per hr. =\$9,200
Administrative Manager 120 hrs. @ \$31.21 per hr. =\$3,745
Total =\$17,620

FY 2025- Personnel Services Bureau

Associate Research/Data Analyst 80 hrs. @ \$23.03 per hr. = \$1,843
Total = \$1,843

Total Costs \$19,463

MVDL Integrated System - “FUSION”

Estimated development effort: 100 hours @ \$225/hr. = \$22,500

Estimated testing and business process effort: 200 hours @ \$225 = \$45,000

Total Costs = \$67,500

Oversight assumes DOR is provided with core funding to handle a certain amount of activity each year. Oversight assumes DOR could absorb the personnel costs of \$19,463 related to this proposal but will present the FUSION costs of \$67,500 for fiscal note purposes.

Officials from the **Jackson County Election Board**, the **Platte County Board of Elections**, the **St. Louis City Board of Elections**, and the **St. Louis County Board of Elections** each state this proposal will have no fiscal impact on their organizations. **Oversight** does not have any information to the contrary. Therefore, Oversight will reflect a zero impact in the fiscal note for these agencies.

Rule Promulgation

Officials from the **Joint Committee on Administrative Rules** assume this proposal is not anticipated to cause a fiscal impact beyond its current appropriation.

Officials from the **Office of the Secretary of State (SOS)** note many bills considered by the General Assembly include provisions allowing or requiring agencies to submit rules and regulations to implement the act. The SOS is provided with core funding to handle a certain amount of normal activity resulting from each year's legislative session. The fiscal impact for this fiscal note to the SOS for Administrative Rules is less than \$5,000. The SOS recognizes that this is a small amount and does not expect that additional funding would be required to meet these costs. However, the SOS also recognizes that many such bills may be passed by the

General Assembly in a given year and that collectively the costs may be in excess of what the office can sustain with its core budget. Therefore, the SOS reserves the right to request funding for the cost of supporting administrative rules requirements should the need arise based on a review of the finally approved bills signed by the governor.

<u>FISCAL IMPACT – State Government</u>	FY 2026 (10 Mo.)	FY 2027	FY 2028
GENERAL REVENUE FUND			
<u>Costs – DOR - MVDL Integrated System - “FUSION (§115.160)</u>	(\$67,500)	\$0	\$0
ESTIMATED NET EFFECT ON GENERAL REVENUE FUND	<u>(\$67,500)</u>	<u>\$0</u>	<u>\$0</u>

<u>FISCAL IMPACT – Local Government</u>	FY 2026 (10 Mo.)	FY 2027	FY 2028
	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>

FISCAL IMPACT – Small Business

No direct fiscal impact to small businesses would be expected as a result of this proposal.

FISCAL DESCRIPTION

Current law requires all applicants for a driver's license to be provided a voter registration application form simultaneously during the transaction. This act requires the Division of Motor Vehicle and Driver Licensing within the Department of Revenue to additionally determine whether an applicant for a driver's license has the requisite proof of citizenship needed to register to vote. Additionally, not later than the third Tuesday prior to each election and at least once every thirty days, the Division shall report to the Secretary of State each person who has applied for and received a driver's license and whether each such person has provided proof of citizenship, provided proof of noncitizenship, or not provided proof of either citizenship or noncitizenship.

This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

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SOURCES OF INFORMATION

Department of Revenue
Office of the Secretary of State
Jackson County Election Board
Platte County Board of Elections
St. Louis City Board of Elections
St. Louis County Board of Elections



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Director
March 24, 2025



Jessica Harris
Assistant Director
March 24, 2025