



OHIO LEGISLATIVE SERVICE COMMISSION

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Fiscal Note & Local Impact Statement

Bill: H.B. 300 of the 132nd G.A.
(L_132_1357-2)

Status: In House State and Local Government

Sponsor: Rep. Barnes

Local Impact Statement Procedure Required: No

Subject: State identification cards for residents with certain disabilities

State & Local Fiscal Highlights

- The Registrar of Motor Vehicles will incur additional, likely minimal, costs to adopt rules and implement an identification card program for residents with certain disabling conditions, and to send out reminder notices to those cardholders six months before their identification card expires.
- The Department of Public Safety and the 13 counties where the county clerk of court or county auditor serves as a deputy registrar may experience some loss in fee revenue to issue identification cards with 15-year expiration dates, possibly at no cost. The magnitude of any revenue loss will depend on the number of such cards issued.

Detailed Fiscal Analysis

The bill: (1) requires an identification card issued to a resident with a permanent or irreversible disability expire after 15 years, (2) requires the Registrar of Motor Vehicles to issue a reminder notice to the cardholder six months before the card is scheduled to expire, and (3) exempts such a cardholder who is also unemployed from the identification card fees.

Under current law, an identification card is valid for a period of four years at a cost of \$8.50 for an initial or renewal card, or \$7.50 for a duplicate or replacement card. Of those amounts, \$5 is retained by the deputy registrar; this includes a \$3.50 deputy registrar transaction fee and a \$1.50 lamination fee. The remainder (\$3.50 for a new or renewal identification card and \$2.50 for a duplicate or replacement identification card) is credited to the Public Safety – Highway Purposes Fund (Fund 5TM0), which primarily is used to support the operation of the Ohio State Highway Patrol and the Bureau of Motor Vehicles (BMV).

The bill defines "permanently or irreversibly disabled" as a condition of disability from which there is no present indication of recovery. According to the 2016 American Community Survey, an ongoing survey by the U.S. Census Bureau, there were more than 1.6 million people in Ohio, or 14.2% of the population, living with a disability. The

number of these individuals who will meet the bill's criteria as being "permanently or irreversibly disabled" and thus eligible to receive an identification card with a 15-year expiration date, potentially at no cost, is unclear. Presumably the Registrar of Motor Vehicles, as part of the rule adoption process, will have to establish specific criteria that an individual must meet in order to be defined as someone with a permanent or irreversible disabling condition for the purposes of the bill. The number of individuals who might meet that criteria, and also apply for an identification card, is uncertain.

In 2016, there were 857,597 total identification card holders statewide. It is likely that some number of these individuals would meet the bill's definition of "permanently or irreversibly disabled" and would qualify for, and potentially receive at no cost, an identification card with a 15-year expiration date however, that number is uncertain. It is also possible that the bill's fee provision may result in additional people applying for identification cards. As such, the Department will likely experience some amount of revenue loss to comply with the bill. The magnitude of any resulting revenue loss will depend on the number of identification cards with 15-year expiration dates issued and the number of these cards issued at no cost.

The Registrar of Motor Vehicles will also incur additional minimal one-time costs to adopt rules necessary to implement the bill's provisions. The Registrar will also incur likely no more than minimal additional costs to send out reminder notices to cardholders six months before their identification card will expire as required by the bill. Any additional work to verify the required documents indicating that a person is eligible will fall to the deputy registrars, who are largely private entities under contract with the BMV. It should be noted that 13 of the approximately 200 deputy registrar locations statewide are served by either the clerk of the court of common pleas or the county auditor.¹ As such, these local entities may also experience some amount of revenue loss if they issue identification cards under the bill however, the magnitude of any loss will depend on the number of such cards issued.

Synopsis of Fiscal Effect Changes

The differences in the fiscal effects between the As Introduced version of the bill and the adopted substitute version (L_132_1357-2) can be summarized as follows:

- **Disabled definition:** The As Introduced version of the bill defined the eligible residents as those who are "permanently disabled." The substitute bill defines those persons as one who is "permanently or irreversibly disabled." Under the latter definition, it appears that the number of eligible residents could be larger than may have been the case under the As Introduced version.

¹ Champaign, Clermont, Fayette, Gallia, Harrison, Holmes, Huron, Jackson, Montgomery, Perry, Vinton, Wayne, and Wyandot counties currently have their clerk of the court of common pleas or their county auditor serving as a deputy registrar.

- **Expiration date:** Under the As Introduced version of the bill, the identification card had no expiration date; the substitute bill requires the card expire after 15 years. As a result, the amount of state and local fee revenue potentially foregone under the substitute bill will be lower than would likely have been the case under the As Introduced version.
- **Fees:** The substitute bill adds provisions that exempt such cardholders who are also unemployed from the identification card fees. As a result, some amount of state and local fee revenue that could have been collected from certain residents under the As Introduced version may be foregone under the substitute bill.
- **Reminder notice:** The Registrar will incur annual costs to issue a notice to each cardholder six months prior to the card's expiration. There were no such costs for the Registrar under the As Introduced version of the bill, as the card had no expiration date.

The first three of the four above dot points are likely to affect state and local fee revenues to some degree. More specifically, the substitute bill's: (1) disabled definition and fee provisions may increase the amount of foregone fee revenue than may have been the case under the As Introduced version, and (2) expiration date provision may decrease the amount of foregone fee revenue than may have been the case under the As Introduced version. This means that the substitute bill may result in some mix of fee revenue increases and decreases for the Department of Public Safety and those deputy registrars where the clerk of the court of common pleas or the county auditor is serving as the deputy registrar. The net of those possible revenue increases and decreases is, however, uncertain.