

**EIGHTY-NINTH GENERAL ASSEMBLY
2021 REGULAR SESSION
DAILY
SENATE CLIP SHEET**

February 25, 2021

Clip Sheet Summary

Displays all amendments, fiscal notes, and conference committee reports for previous day.

Bill	Amendment	Action	Sponsor
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No amendments filed on February 24, 2021

Fiscal Notes

[SF 332](#) — [Window Tint](#) (LSB1967SV)

[SF 413](#) — [Elections](#) (LSB2298SV.1)



[SF 332](#) – Window Tint (LSB1967SV)

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Fiscal Note Version – New

Description

[Senate File 332](#) requires a vehicle to meet a minimum standard of 70.0% light transmittance for the front windshield and 35.0% light transmittance for the side windows and sidewings in order to operate on the highway. This Bill removes the requirement for the Department of Transportation (DOT) to adopt rules establishing the minimum standard of transparency.

This Bill also requires a person operating a vehicle that is stopped by a peace officer to lower the side window on the side of the officer's approach to its lowest possible position if that window has a light transmittance of 70.0% or less. This must be done before the officer fully approaches the window, and the window must remain in this position for the entirety of the stop unless otherwise directed by the officer. A person in violation of this provision would be guilty of a simple misdemeanor punishable by a scheduled violation under Iowa Code section [805.8A](#)(14)(q); however, if the violation is that person's first violation of this provision, the person is to receive a warning instead of a citation. The scheduled violation created by this Bill would result in a fine of \$20.

Background

Iowa Code section [321.438](#)(2) does not allow a front windshield, side window, or sidewing of a vehicle to be excessively dark or reflective, and requires the DOT to establish rules to set a minimum measurable standard of transparency for this provision. The DOT adopted rules in 761 IAC 450.7 that established 70.0% light transmittance to be the lowest level acceptable for vehicles. In FY 2018 there were 6,756 violations of Iowa Code section [321.438](#)(2), in FY 2019 there were 7,608 violations, and in FY 2020 there were 7,193 violations. The current fine for a violation of Iowa Code section [321.438](#)(2) is \$70.

Under Iowa Code section [602.8106](#)(4)(b), scheduled fine revenue for a State law violation is distributed as follows: 91.0% to the State and 9.0% to the county in which the violation occurred. For the State share of citations, 1.3% is distributed to the Emergency Medical Services (EMS) Fund and 98.7% is distributed to the State General Fund.

In addition to the scheduled fine, a Crime Services Surcharge, equal to 15.0% of the fine, and a \$55 fee for court costs are also imposed. The Crime Services Surcharge is remitted to the State Court Administrator and is distributed as follows: 46.0% to the Juvenile Detention Home Fund; 32.0% to the Victim Compensation Fund; 20.0% to the Criminalistics Laboratory Fund; and 2.0% to the Drug Abuse Resistance Education (DARE) Fund. The fee assessed for court costs is remitted to the State Court Administrator and distributed to the State General Fund.

Assumptions

- There will be an estimated 7,200 convictions of Iowa Code section 321.438(2) in FY 2021, which is the average of the numbers of convictions over the last three years.
- Convictions of Iowa Code section 321.438(2) will decrease under this Bill.
- For estimation purposes it is assumed that the number of convictions under SF 332 will decrease between 500 and 2,000 per year.
- There will be an unknown increase in fine and surcharge revenue resulting from the creation of a scheduled fine of \$20 for failure to lower a tinted side window when the vehicle is approached by a law enforcement officer.
- The collection rate will be 58.0%.

Correctional Impact

Senate File 332 establishes a new scheduled violation under Iowa Code section [805.8A](#). The penalties for simple misdemeanors and scheduled violations under this Bill do not include the possibility of imprisonment, and as a result, this Bill is not estimated to have a correctional impact. Refer to the Legislative Services Agency (LSA) memo addressed to the General Assembly, [Cost Estimates Used for Correctional Impact Statements](#), dated January 22, 2021, for information related to the correctional system.

Minority Impact

Senate File 332 establishes a new scheduled violation, and it is unknown how many citations may result from the Bill. As a result, the minority impact of SF 332 cannot be estimated. Refer to the LSA memo addressed to the General Assembly, [Minority Impact Statement](#), dated January 27, 2021, for information related to minorities in the criminal justice system.

Fiscal Impact

Senate File 332 is estimated to reduce General Fund revenue between \$34,000 and \$137,000 annually beginning in FY 2022. The decrease in convictions will also reduce annual fine and surcharge revenue allocated by law to other funds. **Table 1** shows the distribution of the estimated annual revenue reduction based on conviction decreases of 500, 1,000, and 2,000.

Table 1 — Estimated Range of Annual Fiscal Impact Under SF 332				
	Current Law	Potential Decrease in Convictions		
	Est. FY 2021	500 Convictions	1,000 Convictions	2,000 Convictions
General Fund				
Penalty Revenue	\$ 262,000	\$ -18,000	\$ -36,000	\$ -73,000
Court Fee	229,000	-16,000	-32,000	-64,000
Subtotal	\$ 491,000	\$ -34,000	\$ -68,000	\$ -137,000
Surcharge Revenue				
Juvenile Detention	\$ 20,200	\$ -1,400	\$ -2,800	\$ -5,600
Victim Comp.	14,000	-1,000	-1,900	-3,900
Crime Lab	8,800	-600	-1,200	-2,400
DARE	900	-60	-100	-200
Subtotal	\$ 43,900	\$ -3,060	\$ -6,000	\$ -12,100
Other				
County General Funds	\$ 26,300	\$ -1,800	\$ -3,700	\$ -7,300
EMS Fund	3,500	-200	-500	-1,000
Grand Total	\$ 564,700	\$ -39,060	\$ -78,200	\$ -157,400

*Figures may not add due to rounding.

Senate File 332 establishes a new citation under Iowa Code section 805.8A. The new citation established by SF 332 may result in an increase in fine and surcharge revenue, but the impact is unknown. **Table 2** shows the distribution of fine revenue for one citation of the scheduled violation established under this Bill.

Iowa Code Section	Scheduled Fine	15.0% Crime Services Surcharge	Fine Distribution		15.0% Crime Services Surcharge Distribution				Court Costs
			91.0% to State General Fund/EMS* Fund	9.0% to County	32.0% to Victim Comp. Fund	20.0% to Criminalistics Lab Fund	2.0% to DARE** Fund	46.0% to Juvenile Home Detention Fund	
805.8A(3)(ah)	\$20	\$3.00	\$18.20	\$1.80	\$0.96	\$0.60	\$0.06	\$1.38	\$55.00

*Emergency Medical Services Fund (EMS) ** Drug Abuse Resistance Education (DARE)

Sources

LSA calculations and analysis

Criminal and Juvenile Justice Planning Division, Department of Human Rights

/s/ Holly M. Lyons

February 24, 2021

Doc ID 1212785

The fiscal note for this Bill was prepared pursuant to [Joint Rule 17](#) and the Iowa Code. Data used in developing this fiscal note is available from the Fiscal Services Division of the Legislative Services Agency upon request.



[SF 413](#) – Elections (LSB2298SV.1)
Staff Contact: Maria Wagenhofer (515.281.5270) maria.wagenhofer@legis.iowa.gov
Fiscal Note Version – As Amended and Passed by the Senate

Description

[Senate File 413](#) relates to the conduct of elections, including absentee ballots and voter list maintenance activities, and makes penalties applicable. The Bill takes effect upon enactment.

Election Misconduct and Applicable Penalties

Senate File 413 creates penalties for election officials who willfully fail to perform duties. Specifically, the Bill changes the following offenses to apply to the individuals specified:

- *Election misconduct in the first degree* — Election officials who fail to perform duties prescribed in Iowa Code chapters [39](#) through [53](#), with the exception of voter registration maintenance; fail to follow or implement guidance issued by the Secretary of State's (SOS) Office; or perform duties in a way that hinders or disregards the object of the law.
- *Election misconduct in the second degree* — Election officials who fail to perform voter list maintenance as found through an audit by the SOS Office and investigated by the relevant county attorney and Attorney General.
- *Election misconduct in the third degree* — Election officials who interfere with a person who is allowed to be at a polling place.

The Bill also applies election misconduct in the third degree to a person who returns a voted absentee ballot, including to a ballot drop box, who is not the registered voter, an individual who lives in the same household as the registered voter, an immediate family member of the registered voter, a caregiver of the registered voter, or an election official assisting a registered voter who became a patient, tenant, or resident of a hospital, assisted living program, or health facility. Election misconduct in the third degree is also applied to a person who makes a false or untrue statement that an absentee ballot was returned by a prohibited person.

Senate File 413 also requires the SOS Office to issue a fine of up to \$10,000 to county commissioners upon issuance of a technical infraction. A county commissioner who does not pay a fine that was not dismissed pursuant to Iowa Code chapter [17A](#) is to be suspended from office for a period not to exceed two years.

The Bill requires the Attorney General and county attorney to investigate allegations of election misconduct for prosecution under Iowa Code chapter [721](#) and submit the results to the SOS Office. The Bill also requires the SOS Office to conduct an audit of counties' voter registration maintenance activities in April of each odd-numbered year and submit any audits that identified failure to perform required voter list maintenance to the Attorney General and county attorney for investigation.

Other Provisions

Senate File 413 also includes the following changes:

- Establishes provisions regarding persons serving in voting units of conference boards.

- Prohibits nominations by a nonparty political organization for a person who was nominated by a political party for the same office in the same election.
- Prohibits nomination papers from being filed on behalf of a candidate if nomination papers have been filed on behalf of the candidate for the same office and election year.
- Changes the required convention or caucus size for nominees from nonparty political organizations.
- Makes certain changes to signature requirements for nomination petitions.
- Allows the SOS Office to issue guidance on elections and eliminates home rule power for county commissioners.
- Requires the SOS Office to verify all voters in the statewide voter registration file annually and submit a report to the General Assembly regarding the number of registrations canceled.
- Requires the SOS Office to update voter registration information using the Electronic Registration Information Center (ERIC).
- Changes the voter registration deadline to 5:00 p.m. 15 days before each election and requires confirmation notices sent to voters who may have moved to be returned 15 days before an election.
- Requires voter identification cards to include the times during which polling places will be open on election days.
- Requires each county commissioner to participate in the United States Postal Service National Change of Address (NCOA) Program, send a notice to and mark as inactive a voter who has not participated in the most recent general election and has not reported a change of address or registered again, and report inactive records annually to the SOS Office.
- Allows oversight of county commissioners by the SOS Office during election periods.
- Requires replacement of individuals on a precinct election board following a party affiliation change.
- When there is a change to a polling place, requires notices to be mailed to all registered voters in the precinct and posted in the county commissioner's office and on the county commissioner's Internet site not less than 7 days, but not more than 20 days, before the election.
- Changes polling place closing time to 8:00 p.m. for all elections.
- Until November 7, 2024, requires the Legislative Services Agency (LSA) to post on its website the opening and closing times of polling places.
- Prohibits individuals who are standing for election on the ballot from assisting voters in casting a ballot or from occupying the voting booth with the voter.
- Authorizes law enforcement to take reasonable actions to prevent violation of Iowa Code chapter [50](#) (Canvass of Voters).
- Changes from three hours to two hours the amount of time that an employee is entitled to take off from work in order to vote.
- Changes the number of days prior to an election that any registered voter can apply for an absentee ballot from 120 days to 70 days.
- Allows county commissioners to send an absentee ballot application to a voter only at the request of the voter.
- Prohibits absentee ballot applications from being provided with any field prefilled, excluding the type and date of the election.
- Requires county commissioners to provide necessary information for the SOS Office to publish daily reports by county on the number of absentee ballot request forms received, the number of absentee ballots sent, and the number of absentee ballots received, including the method of delivery.

- Requires the county commissioner to notify a voter within 24 hours that the absentee ballot application cannot be processed if the application is received between 5:00 p.m. on the 15th day before an election and 5:00 p.m. on the 7th day before an election.
- Changes the number of days prior to an election that an absentee ballot can be mailed to a voter from 29 days to 20 days and prohibits an absentee ballot from being mailed to any person who did not apply for an absentee ballot.
- Changes the number of days before an election for in-person absentee voting at a county commissioner’s office and satellite locations from 29 days to 20 days and eliminates the county commissioners’ ability to establish satellite absentee voting stations at their discretion.
- Requires absentee ballots to be received by the county commissioners before polls close on election day with exceptions for uniformed citizens, overseas citizens, and program participants of the address confidentiality program.
- Limits drop boxes to one per county and establishes guidelines.
- Changes the process for a county commissioner to notify a voter that an absentee ballot is incomplete.
- Specifies that an affidavit that lacks the voter’s signature is to be considered incomplete.
- Directs counties and special voters precinct boards to record absentee ballot statistics, including additional tracking requirements, and requires submission to the SOS Office on a daily basis and following an election.
- Makes certain changes to county elections.
- Until November 7, 2024, requires county treasurers to provide the hours during which polling places are open on election days to titleholders on statements of taxes due.

The LSA has not yet received requested data regarding the changes associated with the above provisions of the Bill. As a result, the fiscal impact for these changes cannot be determined at this time and this *Fiscal Note* will be updated when the requested data is received. The fiscal impact discussed below relates only to the added penalties of election misconduct.

Background

- There are approximately 2.1 million active, registered voters in Iowa. During the 2020 general election, approximately 1.0 million voters cast an absentee ballot. **Table 1** provides additional voting information.

Table 1 — Secretary of State’s Office General Election Turnout Report

General Election	Election Day Voters	Absentee Voters	Total Voters	Active/Registered Voters	% Active Voter Turnout	Inactive/Registered Voters	% Total Voter Turnout
2016	934,219	647,152	1,581,371	2,000,567	79.1%	172,418	72.8%
2018	787,074	547,205	1,334,279	2,011,617	66.3%	156,297	61.6%
2020	698,557	1,001,573	1,700,130	2,094,770	81.2%	148,988	75.8%

NOTE: Numbers of active and inactive voters for 2016 are as of November 8, 2016; 2018 numbers are as of November 6, 2018; and 2020 numbers are as of November 3, 2020.

- Per Iowa Code chapter [47](#), the SOS Office is designated as the State commissioner of elections and Iowa county auditors are designated as the county commissioners of elections.
- Under current law, most violations of election law under Iowa Code chapters [39](#) through [53](#) are prosecuted under Iowa Code chapter [39A](#). According to the Criminal and Juvenile Justice Planning Division (CJJP) of the Department of Human Rights, in FY 2019 and FY 2020, there were five convictions of election misconduct in the first degree and seven convictions of election misconduct in the third degree.

- Election misconduct in the first degree is a Class D felony, which is punishable by confinement for no more than five years and a fine of at least \$1,025 but not more than \$10,245.
- Election misconduct in the second degree is an aggravated misdemeanor, which is punishable by confinement for no more than two years and a fine of at least \$855 but not more than \$8,540.
- Election misconduct in the third degree is a serious misdemeanor, which is punishable by confinement for no more than one year and a fine of at least \$430 but not more than \$2,560.

Assumptions

- The following will not change over the projection period: charge, conviction, and sentencing patterns and trends, prisoner length of stay (LOS), revocation rates, plea bargaining, and other criminal justice system policies and practices.
- A lag effect of six months is assumed from the effective date of this Bill to the date of first entry of affected offenders into the correctional system.
- Marginal costs for county jails cannot be estimated due to a lack of data. For purposes of this analysis, the marginal cost for county jails is assumed to be \$50 per day.
- The Attorney General’s Office anticipates that cases of election misconduct may be referred to its office instead of county attorneys.
- The Attorney General’s Office may need to hire 1.0 full-time equivalent (FTE) investigator experienced in election misconduct. If an experienced investigator is hired, the cost could be up to approximately \$117,000. However, the cost of an entry-level attorney position would be approximately \$72,000. For estimation purposes, a midpoint is used for the estimated cost.
- The Attorney General’s Office currently employs one Assistant Attorney General (AAG) to support elections and advise the SOS Office in a partial capacity; however, the Attorney General’s Office may need to have 1.0 AAG FTE position entirely devoted to election issues.

Correctional Impact

The correctional impact of SF 413 cannot be determined. The Bill establishes new criminal provisions, and no historical data exists to make a reliable estimate.

Table 2 below shows estimates for sentencing to State prison, parole, probation, or Community-Based Corrections (CBC) residential facilities; LOS under those supervisions; and supervision marginal costs per day for all convictions ranging from serious misdemeanors to Class D felonies. Refer to the Legislative Services Agency (LSA) memo addressed to the General Assembly, [Cost Estimates Used for Correctional Impact Statements](#), dated January 22, 2021, for information related to the correctional system.

Table 2 — Sentencing Estimates and LOS

Conviction Offense Class	Percent to Prison	Avg Length of Stay in Prison (months)	FY 20 Marginal Cost/Day Prison	Percent Ordered to Probation	Avg LOS on Probation	Avg Cost Per Day on Probation	Percent Sentenced to CBC Residential Facility	FY 20 Marginal Cost CBC Per Day	Percent Ordered to County Jail	Avg Length of Stay in County Jail	Marginal Cost Per Day	Avg LOS on Parole	FY 20 Average Cost Per Day Parole
Class D Felony (Persons)	77.0%	16.0	\$20.33	47.8%	30.5	\$5.38	10.5%	\$14.78	38.6%	N/A	\$50.00	11.5	\$5.38
Aggravated Misdemeanor (Persons)	43.0%	7.1	\$20.33	51.7%	20.2	\$5.38	3.3%	\$14.78	70.7%	N/A	\$50.00	6.0	\$5.38
Serious Misdemeanor	2.0%	5.0	\$20.33	56.0%	13.4	\$5.38	1.0%	\$14.78	69.0%	N/A	\$50.00	2.4	\$5.38

Minority Impact

Of the 12 election misconduct convictions in FY 2019 and FY 2020, 83.3% were committed by Caucasian offenders and 16.7% were committed by African American offenders. In FY 2020, Caucasians and African Americans made up 89.9% and 4.1% of the adult population of the State of Iowa, respectively.

Senate File 413 establishes new criminal provisions to include actions not previously penalized under Iowa Code chapter 39A. As a result, the CJP cannot use prior existing data to estimate the minority impact. Refer to the LSA memo addressed to the General Assembly, [Minority Impact Statement](#), dated January 27, 2021, for information related to minorities in the criminal justice system.

Fiscal Impact

Senate File 413 establishes new criminal provisions, and the resulting cost to the justice system cannot be estimated. **Table 3** shows estimates for the average State cost per offense class type. The estimates include operating costs incurred by the Judicial Branch, the State Public Defender, and the Department of Corrections (DOC) for one additional conviction. The cost would be incurred across multiple fiscal years for prison and parole supervision.

Table 3 — Average State Cost Per Offense Class Type

Offense Class	Total Minimum Cost	Total Maximum Cost
Serious Misdemeanor	\$410	\$7,500
Aggravated Misdemeanor	\$3,700	\$7,800
Class D Felony	\$7,700	\$13,500

The DOC has stated that crimes against professionals are rare and assumes that county commissioners and election officials are likely to comply with the Bill. It is assumed that county commissioners will adhere to the new provisions and little revenue will be generated to the General Fund as a result of technical infraction fines.

For the Attorney General’s Office to hire an investigator at the Investigator 4 position, it would cost approximately \$94,000 annually; there would be approximately \$59,000 in additional annual expenses for an AAG 3 position fully dedicated to elections. These costs include salary and benefits.

As stated previously, the fiscal impact of the various provisions outlined on pages 1 and 2 of this **Fiscal Note** cannot be estimated at this time. This **Fiscal Note** will be updated as more information is received.

Sources

Department of Human Rights, Division of Criminal and Juvenile Justice Planning
Department of Corrections
Office of the Attorney General

/s/ Holly M. Lyons

February 24, 2021

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The fiscal note for this Bill was prepared pursuant to [Joint Rule 17](#) and the Iowa Code. Data used in developing this fiscal note is available from the Fiscal Services Division of the Legislative Services Agency upon request.

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