

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 5033H.02I  
Bill No.: HB 1871  
Subject: Elections; County Officials  
Type: Original  
Date: January 9, 2026

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Bill Summary: This proposal modifies provisions relating to elections.

**FISCAL SUMMARY**

**ESTIMATED NET EFFECT ON GENERAL REVENUE FUND**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
General Revenue*	\$0	\$0 or More than (\$9,000,000)	\$0
<b>Total Estimated Net Effect on General Revenue</b>	<b>\$0</b>	<b>\$0 or More than (\$9,000,000)</b>	<b>\$0</b>

\*Costs of approximately \$9 million in March 2028 (FY 2028) for holding a Presidential Preference Primary Election.

**ESTIMATED NET EFFECT ON OTHER STATE FUNDS**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
<b>Total Estimated Net Effect on <u>Other</u> State Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

Numbers within parentheses: () indicate costs or losses.

**ESTIMATED NET EFFECT ON FEDERAL FUNDS**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
<b>Total Estimated Net Effect on <u>All</u> Federal Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

**ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
<b>Total Estimated Net Effect on FTE</b>	<b>0</b>	<b>0</b>	<b>0</b>

☒ 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 2027	FY 2028	FY 2029
<b>Local Government</b>	<b>\$0</b>	<b>(Unknown)</b>	<b>\$0</b>

## **FISCAL ANALYSIS**

### **ASSUMPTION**

§§115.123, 115.125, 115.127, 115.233, 115.277, 115.284, 115.306, 115.351, 115.427, 115.430, 115.453, 115.637, 115.755, 115.758, 115.761, 115.765, 115.767, 115.770, 115.773, 115.776, 115.785, & 115.904 – Elections

Officials from the **Office of the Secretary of State (SOS)** state this bill would reinstate the presidential preference primary election which was previously held in March of any presidential election year. The projected impact is estimated at up to \$9 million in FY 2028, based on the cost of past primary and general election reimbursements.

As this election is scheduled for the first Tuesday of March, it may coincide with the municipal primary elections held by charter counties (scheduled for the Tuesday following the first Monday of March); in this case, proportional cost sharing may reduce the state's obligations for this election.

**Oversight** notes §115.785 states all costs of a presidential preference primary shall be paid by the state. The payment of election costs is subject to appropriation by the General Assembly. However, if they assume that the presidential preference primary was to be fully appropriated as it has been in years past, SOS anticipates a cost of \$9 million. Oversight has reflected, in this fiscal note, a \$9 million cost due to reinstating the requirement to hold a PPP. The next scheduled Presidential Preference Primary election would be in March 2028 (FY28). As this election is scheduled for the first Tuesday in March, it may coincide with the municipal primary elections held by charter counties (scheduled for the Tuesday following the first Monday of March); in this case, proportional cost sharing may reduce the state's obligations for this election. Therefore, Oversight will reflect a potential election cost for reimbursement to local political subdivisions in FY 2028.

In addition, officials from the **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.

**Oversight** assumes the SOS could absorb the costs of printing and distributing regulations related to this proposal. If multiple bills pass which require the printing and distribution of regulations at substantial costs, the SOS could require additional resources.

Officials from the **Platte County Board of Elections** assume adding the Presidential Preference Primary would cost about \$100,000 in years when it occurs.

Officials from the **St. Louis City Board of Elections** assume while the bill assigns responsibility for presidential primary election costs to the state, the total cost of administering a citywide election exceeds \$400,000.

Officials from the **St. Louis County Board of Elections** assume the proposal will have no fiscal impact on their organization.

In response to similar legislation, SCS for HCS for HB 507 (2025), officials from the **Kansas City Election board** assumed conducting a Presidential Primary election would cost \$850,000.

**Oversight** notes section 115.785 states all costs of a presidential preference primary shall be paid by the state, except that, pursuant to section 115.065, costs shall be shared proportionately by the state and any political subdivisions and special districts holding an election on the same day as any such primary. Therefore, the fiscal note will reflect the cost and reimbursement to local election authorities netting to zero.

In addition, Oversight assumes that local election authorities will incur election expenses that are not covered by the state. Therefore, Oversight will reflect a negative unknown impact in the fiscal note.

In response to similar legislation, HB 1573 (2025), officials from the **Kansas City Election Board** assumed to add a third week of early voting would cost between \$15,000 to \$25,000 per election depending on how many absentee satellites are needed.

In response to similar legislation, HB 972 (2025), officials from the **St. Louis City Board of Elections** stated labor for one week of no excuse voting utilizing satellites comes to approximately \$5,000 per week. Voters utilized, heavily, no excuse, early, in person options in advance of the November 2025 General Election to the point they are considering fewer Election Day voting locations. While an additional week of no excuse voting will add staffing costs for that week, this provision could ultimately result in a fiscal savings if the amount of labor to conduct election day is decreased.

**Oversight** notes the proposal lengthens the in-person no-excuse absentee voting period from two to four weeks. Oversight assumes while additional weeks of no excuse voting will increase potential costs to local election authorities, that cost would be offset by the decrease in labor costs on election day. Therefore, Oversight will not reflect a fiscal impact for this provision of the proposal.

**Oversight** only reflects the responses that we have received from state agencies and political subdivisions; however, other county clerks and local election authorities were requested to respond to this proposed legislation but did not. Upon the receipt of additional responses, Oversight will review to determine if an updated fiscal note should be prepared and seek the necessary approval to publish a new fiscal note. A general listing of political subdivisions included in our database is available upon request.

<u>FISCAL IMPACT – State Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
<b>GENERAL REVENUE FUND</b>			
<u>Cost</u> - SOS (§115.785) Reimbursement of election costs to local election authorities for PPP p.3	<u>\$0</u>	\$0 or More than <u>(\$9,000,000)</u>	<u>\$0</u>
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE FUND</b>	<u>\$0</u>	<b>\$0 or More than <u>(\$9,000,000)</u></b>	<u>\$0</u>

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
<b>LOCAL POLITICAL SUBDIVISIONS</b>			
<u>Reimbursement</u> – Local Election Authorities (§115.785) Reimbursement of election costs p.4	\$0	\$0 or More than <u>(\$9,000,000)</u>	\$0
<u>Cost</u> – Local Election Authorities (§115.785) Holding PPP election p.4	\$0	\$0 or More than <u>(\$9,000,000)</u>	\$0
<u>Cost</u> – Local Election Authorities (§115.785) Election expenses not covered by State p.4	<u>\$0</u>	<u>(Unknown)</u>	<u>\$0</u>
<b>ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS</b>	<u>\$0</u>	<b><u>(Unknown)</u></b>	<u>\$0</u>

FISCAL IMPACT – Small Business

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

FISCAL DESCRIPTION

This bill reinstates the presidential preference primary election, to be held on the first Tuesday in March of each presidential election year.

The bill allows a notice of election to be sent by email.

Currently, the filing time for declarations of candidacy for offices in political subdivisions or special districts not otherwise specified in law or charter is from the 17th Tuesday prior to the election through the 14th Tuesday prior to the election.

This bill moves the filing time by one week, from the 16th Tuesday prior to the election to the 13th Tuesday prior to the election. The bill also provides that if the 13th Tuesday prior to the election is a State or Federal holiday, the closing filing date will be the next day that is not a State or Federal holiday.

Currently, the election authority must have automatic tabulating equipment tested within 14 days prior to an election. This bill specifies that this test must occur no later than one week prior to an election.

The bill lengthens the in-person no-excuse absentee voting period from two to four weeks.

Currently, covered voters eligible to register to vote may vote in certain elections by submitting a Federal postcard application to apply to vote at their polling place. This bill changes this requirement from the polling place to the office of the election authority on election day.

Currently, interstate former residents and new residents may vote absentee for presidential and vice presidential electors. The bill allows them to vote for those electors at the office of the election authority on election day.

This bill provides that all lists of absentee ballot applications for people with permanent disabilities will be kept confidential and must not be posted or displayed in an area open to the general public nor shown to any unauthorized person.

The bill requires any person who files as a candidate for a public office that performs county functions in the City of St. Louis to provide copies of paid receipts or no-tax-due statements for local personal and real property taxes received from the Assessor to the election authority.

A person who files to be included on the presidential primary ballot is not prohibited from filing as a party candidate for nomination to another office.

The bill applies existing procedures for voters using provisional ballots to voters voting absentee in person at the office of the election authority or at another authorized location designated by the election authority.

This bill allows a provisional ballot to be cast in any public election.

The bill provides that votes for write-in candidates must only be counted for candidates who have filed a declaration of intent to be a write-in candidate, even if no candidate has filed for that office.

Currently, exit polling, surveying, sampling, and electioneering is prohibited within 25 feet of a polling place on election day. This bill increases that distance to 50 feet.

Specific deadlines for administrative actions by local election authorities and the Secretary of State that are necessary to hold the presidential preference primary are specified in the bill.

The conduct of the presidential preference primary must conform as nearly as possible to that prescribed for the primary election for State officers.

All costs of the presidential preference primary, except for proportional costs for any political subdivision or special district holding an election on the same day, will be paid by the State.

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

#### SOURCES OF INFORMATION

Office of the Secretary of State  
Platte County Board of Elections  
St. Louis City Board of Elections  
St. Louis County Board of Elections  
Kansas City Election Board



Julie Morff  
Director  
January 9, 2026



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