

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 5033S.06A  
 Bill No.: SS for SCS for HCS for HB 1871 with SA 2, SA 2 to SA 2, SA 3 to SA 2, SA 3, SA 1 to SA 3, and SA 4  
 Subject: County Officials; Elections; Secretary of State  
 Type: Original  
 Date: May 12, 2026

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*	Unknown	Unknown	Unknown
<b>Total Estimated Net Effect on General Revenue</b>	<b>Unknown</b>	<b>Unknown</b>	<b>Unknown</b>

\*Oversight does not anticipate the cost savings to exceed \$250,000.

**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>Unknown</b>	<b>Unknown</b>	<b>Unknown</b>

## FISCAL ANALYSIS

### ASSUMPTION

§§9.515, 108.240, 115.125, 115.127, 115.233, 115.277, 115.284, 115.306, 115.427, 115.430, 115.453, 115.637 and 115.646 – Elections

In response to a previous version, officials from the **Office of Administration** assumed this proposal will have no fiscal impact on their organization. **Oversight** has no information to the contrary.

In response to a previous version, officials from the **Johnson County Clerk** assumed this proposal would have no fiscal impact on their organization.

**Oversight** notes that the above-mentioned agencies have stated the proposal would not have a direct fiscal impact on their organization. Oversight does not have any information to the contrary. Therefore, Oversight will reflect an unknown impact on the fiscal note.

In response to similar legislation, HB 2605, officials from the **Office of the Secretary of State (SOS)** stated in regard to §115.127 this bill alters the requirements for the publication of election notices. Currently each county election authority must publish notice in two newspapers of opposing political faiths if such newspapers are available. The bill would permit election authorities to satisfy the statutory requirements by publishing in only one newspaper that either publishes in the county or otherwise serves the area. Since the Secretary of State shares proportional costs of primary and general elections, including publication costs, this would result in reduced costs to the state in counties where multiple newspapers are published. Due to the volatility of advertising rates and of the newspaper industry as a whole, the potential savings to the state in odd-numbered fiscal years is unknown.

**Oversight** notes §115.127 states “In lieu of causing legal notice to be published twice in accordance with any of the provisions of this chapter, the election authority may cause legal notice to be mailed within six weeks prior to the election to each registered voter at the voter's voting address and published once in one or more newspapers in the county. An election authority may exclude from this mailing any voter that is designated as an inactive voter pursuant to section 115.193.” Therefore, Oversight assumes this would result in reduced costs to the states proportional share of publication costs. Therefore, Oversight will reflect an unknown savings to SOS in the fiscal note. Oversight does not expect the fiscal impact to exceed the \$250,000 threshold.

In response to similar legislation, HCS for HB 2605 (2026), officials from the **Polk County Clerk** stated this proposal will allow local election authorities the ability to still provide notice but in a more cost savings way. In Polk County there is 1 (one) newspaper available. Surrounding newspapers are struggling with the one in the county and do not truly provide the

appropriate coverage for Polk County. Having a notice printed in a newspaper outside of the county jurisdiction does not ensure proper notice has been given. It only means that more tax dollars have been spent to have a legal notice published that the voters will not see.

While newspapers have historically been the best source of public information that simply isn't the case today. There are many different types of media outlets that are utilized by the public and a single source could now be considered disenfranchising voters. The ability for a local election authority to publish a legal notice one time and within the absentee voting window allows for earlier and better notification. Polk County would see a cost savings in legal publications of at least \$2,200 for 2027 & 2029 and \$4,300 for 2028.

**Oversight** notes the bill would permit election authorities to satisfy the statutory requirements by publishing in only one newspaper that either publishes in the county or otherwise serves the area. Therefore, Oversight will reflect an unknown savings to local election authorities in the fiscal note.

#### Rule Promulgation

In response to a previous version, officials from the **Office of the Secretary of State (SOS)** noted 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.

#### Senate Amendment 2 (§§105.465, 130.031 & 130.039) - Campaign Finance

In response to similar legislation, HCS for HB 1788 (2026), officials from the **Missouri Ethics Commission** assumed the proposal would have no fiscal impact on their organization.

**Oversight** notes that the above-mentioned agency has stated the proposal would not have a direct fiscal impact on their organization. Oversight does not have any information to the contrary. Therefore, Oversight will reflect a zero impact on the fiscal note.

#### Senate Amendment 2 to Senate Amendment 2 (§130.039) Restrictions on Self-funded Candidates

**Oversight** notes this amendment strikes all of said §130.039 from the amendment. Oversight does not anticipate a fiscal impact; therefore, Oversight will reflect a zero impact in the fiscal note.

Senate Amendment 3 to Senate Amendment 2 (§§130.170 & 130.176) – Campaign Finance Restrictions on Ballot Measure Elections

**Oversight** notes this amendment strikes §§130.170 & 130.0176 from the amendment. Oversight does not anticipate a fiscal impact; therefore, Oversight will reflect a zero impact in the fiscal note.

Senate Amendment 3 (§130.034) – Campaign Funds for Childcare Expenses

In response to similar legislation, SB 1259 (2026), officials from **Missouri Ethics Commission** assumed the proposal would have no fiscal impact on their organization.

**Oversight** notes that the above-mentioned agency has stated the proposal would not have a direct fiscal impact on their organization. Oversight does not have any information to the contrary. Therefore, Oversight will reflect a zero impact on the fiscal note.

Senate Amendment 1 to Senate Amendment 3 (§130.034) – Campaign Funds for Personal Security

**Oversight** notes this section states any expenses associated with the personal security of the holder of elective office can be paid from a member candidate’s campaign account. Oversight does not anticipate a fiscal impact; therefore, Oversight will reflect a zero impact in the fiscal note.

Senate Amendment 4 (§115.133) – Restores Voting Rights to Individuals on Probation and Parole

In response to similar legislation, SCS for HCS for HB Nos. 2592, 2787, & 2834 (2026), officials from the **Office of the Secretary of State** assumed the proposal will have no fiscal impact on their respective organizations for this proposal.

Officials from the **Department of Corrections** assume the proposal will have no fiscal impact on their organization. In addition, DOC stated in FY25, they averaged 53,000 offenders under supervision. Therefore, **Oversight** assumes there could be an increase in registered voters.

**Oversight** notes that the Office of the Secretary of State and Department of Corrections have each stated the proposal would not have a direct fiscal impact on their respective organizations. Oversight does not have any information to the contrary. Therefore, Oversight will reflect a zero impact on the fiscal note.

In response to a previous version, officials from the **Jackson County Election Board** and **Kansas City Election Board** each assumed the proposal would have no fiscal impact on their respective organizations.

**Oversight** does not have any information to the contrary. Therefore, Oversight will reflect a zero impact in the fiscal note for these agencies.

Responses regarding the proposed legislation as a whole

Officials from the **Platte County Board of Elections** and **St. Louis County Board of Elections** each assume this proposal will have no fiscal impact on their respective organizations.

**Oversight** does not have any information to the contrary. Therefore, Oversight will reflect a zero impact in the fiscal note for these agencies.

Oversight only reflects the responses that we have received from state agencies and political subdivisions; however, other 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</b>			
<u>Savings</u> – SOS (§115.127) Reduced proportional costs to LEAs for newspaper election notices p.4	<u>Unknown</u>	<u>Unknown</u>	<u>Unknown</u>
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<u>Unknown</u>	<u>Unknown</u>	<u>Unknown</u>

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
<b>LOCAL POLITICAL SUBDIVISIONS</b>			
<u>Savings</u> – Local Election Authorities (§115.127) Reduced publication costs for newspaper election notices p.4	<u>Unknown</u>	<u>Unknown</u>	<u>Unknown</u>
<b>ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS</b>	<u>Unknown</u>	<u>Unknown</u>	<u>Unknown</u>

FISCAL IMPACT – Small Business

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

FISCAL DESCRIPTION

This act modifies various provisions relating to elections.

Election Worker Appreciation Day (Section 9.515)

This act designates August 12th of each year as "Election Worker Appreciation Day" in Missouri.

Notices of Election (Sections 108.240, 115.125, and 115.127)

The act modifies provisions governing bond elections and publication of notice for elections.

In the case of any bond election, if an election contest is not filed within the time period prescribed by law (not later than thirty days after the official announcement of the election result), then all conditions of state election law shall be deemed to have been complied with in the issuance of the bond.

The act modifies the legal notice required for all elections by requiring local election authorities to publish notice twice in at least two qualified newspapers, except as otherwise permitted pursuant to this act, within 6 weeks prior to the election. In lieu of such requirement, election authorities have the option of mailing legal notice to each registered voter within 6 weeks of an election and publishing notice once in at least one newspaper in the county.

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

Candidate Filing Deadlines - Local Offices (Section 115.127)

Under current law, the period for filing a declaration of candidacy in certain political subdivisions and special districts is from 8:00 a.m. on the 17th Tuesday prior to the election until 5:00 p.m. on the 14th Tuesday prior to the election. This act changes that period to 8:00 a.m. on the 16th Tuesday prior to the election until 5:00 p.m. on the 13th Tuesday prior to the election, unless the 13th Tuesday prior to an election falls on a holiday, then the closing of filing shall be at 5:00 p.m. on the next day that is not a holiday.

Testing of Election Equipment (Section 115.233)

Current law requires, in any election in which an electronic voting system is to be used, an election authority to have the automatic tabulating equipment tested within 14 days prior to the election to ascertain that the equipment is in compliance with the law and that it will correctly count the votes cast for all offices and on all questions. This act changes the timeline for testing such that it must be completed at least 14 days, but no less than one week prior to the election.

Absentee Voting (Sections 115.277 and 115.284)

Under current law, eligible covered voters can vote by submitting a federal postcard application during absentee voting or at a polling place on election day even though the person is not registered. This act requires these voters to vote at the office of the election authority instead of at a polling place if they choose to vote on election day. Current law also allows interstate former residents and new residents to vote by absentee ballot for the offices for which such voters are entitled to vote. This act requires these voters to vote at the office of the election authority on election day if they choose to vote on election day.

The act provides that all lists of absentee ballot applications for persons with permanent disabilities shall be kept confidential.

#### Disqualification of Candidates (Section 115.306)

The act 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 city collector to the election authority.

#### Voter Identification Requirements (Section 115.427)

The act makes accommodations for individuals who appear at the office of an election authority to vote absentee and fail to present a form of personal identification by explicitly allowing such voters to cast a provisional ballot that will only be counted upon the voter returning to the office of the election authority by 7:00 p.m. on election day and presenting a form of personal identification for voting.

#### Casting Provisional Ballots (Section 115.430)

The act expands a provision of law governing the casting and counting of provisional ballots to all public elections, rather than just particular primary or general elections.

#### Write-in Candidates - Repeal of Exemption for Elections Without Party Candidates (Section 115.453)

Current law provides that votes for write-in candidates are only counted for candidates who have filed a declaration of intent to be a write-in candidate. Current law also provides an exemption to this requirement in instances where no candidate has filed for the office in question. This act repeals the exemption so that write-in candidates are only counted when a declaration of intent to be a write-in candidate has been filed with the proper election authority.

#### Election Offenses - Electioneering Activities (Section 115.637)

The act modifies the election offense relating to certain electioneering activities. Current law prohibits various electioneering activities on election day inside the building in which a polling place is located or within 25 feet of the building's outer door closest to the polling place. This act adds petitioning to the list of electioneering activities that are restricted by that provision. The provision also provides that these restrictions apply to candidates or questions to be voted at a current or future election and additionally at the polling place on election day as well as during the absentee voting period.

A provision is added allowing an election authority, upon notice publicly posted at the office of the election authority not later than six weeks prior to the election, to provide that specified electioneering activities on election day or during the absentee voting period inside the building in which a polling place is located may not take place within 50 feet, rather than 25 feet, of the building's outer door closest to the polling place. Notwithstanding the foregoing, a candidate who is not seeking to vote shall be allowed to be up to 25 feet from the building's outer door closest to the polling place and may distribute election literature and campaign signs shall be permitted to be placed up to 25 feet from the building's outer door closest to the polling place.

This offense is a class four election offense and is a misdemeanor not connected with the exercise of the right of suffrage. Conviction for this offense is punishable by imprisonment of not more than one year or by a fine of not more than two thousand five hundred dollars or by both such imprisonment and fine.

#### Public Funds Expenditure by Political Subdivisions (Section 115.646)

Currently, no expenditure of public funds shall be made by an officer, employee, or agent of a political subdivision, including school districts or charter schools, to support or oppose ballot measures or candidates. This act states that such prohibition shall apply to political subdivisions, special districts, and charter schools.

SA 2 – Creates new provisions relating to the dissolution of candidate committees and campaign finance restrictions.

SA 2 TO SA 2 – Strikes a provision establishing restrictions on self-funded candidates.

SA 3 TO SA 2 – Strikes a provision relating to campaign finance restrictions on ballot measure elections.

SA 3 – Allows for the use of campaign funds for childcare expenses.

SA 1 TO SA 3 – Allows for the use of campaign funds for the personal security of the office holder.

SA 4 – Modifies qualification to vote for certain persons.

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

L.R. No. 5033S.06A

Bill No. SS for SCS for HCS for HB 1871 with SA 2, SA 2 to SA 2, SA 3 to SA 2, SA 3, SA 1 to SA 3, and SA 4

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May 12, 2026

SOURCES OF INFORMATION

Office of the Secretary of State

Missouri Ethics Commission

Department of Corrections

Platte County Board of Elections

St. Louis County Board of Elections

Johnson County Clerk

Polk County Clerk

Julie Morff  
Director



Jessica Harris  
Assistant Director  
May 12, 2026