

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 5099S.02I
 Bill No.: SB 986
 Subject: County Officials; Elections; Secretary of State
 Type: Original
 Date: February 1, 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)
Total Estimated Net Effect on General Revenue	(Unknown)	(Unknown)	(Unknown)

*Oversight could not determine the number of newly registered voters per year; however, Overnight assumes incomplete registrations would be a small proportion of the newly registered voters. Therefore, Oversight does not anticipate the cost would exceed \$250,000.

ESTIMATED NET EFFECT ON OTHER STATE FUNDS

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

Numbers within parentheses: () indicate costs or losses.

ESTIMATED NET EFFECT ON FEDERAL FUNDS

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

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)

FUND AFFECTED	FY 2027	FY 2028	FY 2029
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 2027	FY 2028	FY 2029
Local Government*	\$0	\$0	\$0

*Revenue and expenditures net to zero.

FISCAL ANALYSIS

ASSUMPTION

§§115.013, 115.135, 115.151, 115.155, 115.159, 115.160, 115.195, 115.221 and 115.642 – Elections

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.

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.

In response to similar legislation, SB 62 (2025), officials from the **Office of the Secretary of State (SOS)** stated this legislation requires all persons registering to vote to provide documentary proof of United States citizenship. Any person who registers by mail and does not provide such proof will receive a mailed notice from the local election authority. This is a new responsibility that must be funded by the state under Article X, Section 21 of the Missouri Constitution. The exact cost of materials and postage that the state must cover is unknown.

Oversight will show a cost to the state for the reimbursement of materials and postage.

Officials from the **Office of Attorney General (AGO)** assume any potential litigation costs arising from this proposal can be absorbed with existing resources. The AGO may seek additional appropriations if the proposal results in a significant increase in litigation or investigation costs.

Oversight does not have any information to the contrary. Therefore, Oversight assumes the AGO will be able to perform any additional duties required by this proposal with current staff and resources and will reflect no fiscal impact to the AGO for fiscal note purposes.

Officials from the **St. Louis County Board of Elections (BOE)** state when a voter submits a registration without the proper proof of citizenship, the BOE would be required to send them a letter informing them what additional pieces of information the Board needs. The Board

estimates the total cost per letter, when factoring in postage, printing and labor, to be \$1.66 per letter. Requiring proof of citizenship to register to vote could substantially increase the number of incomplete registrations received, thus increasing the number of letters needing to be sent out. If 10,000 voters per year fail to provide proper proof of citizenship when registering to vote, that would require an additional cost of \$16,600 to send letters. If the number of voters who submit a registration without proper proof of citizenship is increased to 50,000, the cost increases to \$83,000.

Oversight notes the total number of registered voters in Missouri by year below:

2022 – 4,286,342
2020 – 4,338,133
2018 – 4,213,092
2016 – 4,223,787

Oversight could not determine the number of newly registered voters per year; however, Overnight assumes incomplete registrations would be a small proportion of the newly registered voters. Therefore, Oversight does not anticipate the cost would exceed \$250,000. If this assumption is incorrect, this would alter the fiscal impact as presented in this fiscal note. If additional information is received, Oversight will review it to determine if an updated fiscal note should be prepared and seek approval to publish a new fiscal note.

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

In response to similar legislation, SB 62 (2025), officials from the **Jackson County Election Board** assumed the proposal will have no fiscal impact on their organization.

Oversight will reflect the transfer out of General Revenue per Article X, Section 21 of the Missouri Constitution to reimburse the local election authorities.

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
GENERAL REVENUE			
<u>Transfer out</u> – SOS (§115.013) Reimbursement to LEA’s for increase in costs related to voter verification p.4	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>
ESTIMATED NET EFFECT ON THE GENERAL REVENUE FUND	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
LOCAL POLITICAL SUBDIVISIONS			
<u>Transfer in</u> – from SOS (§115.013) Reimbursement to LEA’s for an increase in costs related to voter verification p.4	Unknown	Unknown	Unknown
<u>Cost</u> – LEA’s (§115.013) Increase in costs related to voter verification p.4	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>
ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS	<u>\$0</u>	<u>\$0</u>	<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 act modifies various provisions relating to elections.

VOTER REGISTRATION - DOCUMENTARY PROOF OF CITIZENSHIP (Sections 115.013 to 115.160)

The act requires documentary proof of United States citizenship, as that term is defined in the act, in order to register to vote, provided that persons already registered to vote and those seeking to transfer voter registration within the state are not required to provide such proof.

Additionally, all information required to be provided on a voter registration form shall be personally provided by the person seeking to register.

MAINTENANCE OF VOTER REGISTRATION LISTS (Sections 115.195 and 115.221)
The clerk of each circuit court in the state is required to prepare and transmit to the SOS a complete list of all persons who identify themselves as not being citizens of the United States when called to jury duty. This report shall be sent on a monthly basis.

If an election authority determines that a person who is not eligible to vote, registered to vote, or voted in an election, the election authority shall execute and deliver to the Attorney General, SOS, and the relevant prosecuting or circuit attorney an affidavit stating the relevant facts.

REFERRAL OF VIOLATION OF ELECTION LAWS (Section 115.642)
Current law provides that if the SOS finds that reasonable grounds appear that the alleged election offense was committed, the SOS may issue a probable cause statement and refer the offense to the appropriate prosecuting attorney. This act permits referral to the appropriate prosecuting attorney or the Attorney General.

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
Attorney General's Office
Jackson County Election Board
Platte County Board of Elections
St. Louis County Board of Elections
St. Louis City Board of Elections



Julie Morff
Director
February 1, 2026



Jessica Harris
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February 1, 2026