

Department of Planning and Budget
2026 General Assembly Session
State Fiscal Impact Statement

PUBLISHED: 2/6/2026 10:04 AM

ORIGINAL

Bill Number: HB1131

Patron: Griffin

Bill Title: Elections; identification containing a photograph required and excuse required to vote absentee.

Bill Summary: Requires the last four digits of a voter's social security number and presentation of a form of identification containing a photograph in order to vote. The bill repeals the provisions of law permitting a voter who does not have one of the required forms of identification to vote after signing a statement, subject to felony penalties for false statements, that he is the named registered voter he claims to be. Instead, the bill provides that such voter is entitled to cast a provisional ballot. The bill also requires a registered voter to provide a reason for being absent or unable to vote at his polling place on election day in order to receive an absentee ballot to vote by mail. Registered voters offering to vote absentee in person are similarly required by the bill to provide a reason until the second Saturday immediately preceding an election, at which time an excuse is not required to vote absentee in person. The bill provides that an application for an absentee ballot is required to receive an absentee ballot by mail and to vote absentee in person before the second Saturday immediately preceding an election. The bill also repeals the permanent absentee voter list and limits the special annual application to those voters with an illness or disability.

Budget Amendment Necessary: Yes

Items Impacted: Item 77

Explanation: See Below

Fiscal Summary: There is an anticipated fiscal impact to the Department of Elections due to the provisions of this bill.

Agency	FY2026	FY2027	FY2028	FY2029	FY2030	FY2031
Department of Elections		\$138,380	\$37,580	\$37,580	\$37,580	\$37,580
TOTAL	\$138,380	\$37,580	\$37,580	\$37,580	\$37,580	\$37,580

Fiscal Analysis: Due to the photo identification requirement, there is an anticipated fiscal impact to the Department of Elections (ELECT). The provision of this bill requires the ELECT to provide free photo identification cards to voters who do not have one of the forms of identification required for voting purposes. ELECT is required to provide each general register the equipment that would be used to obtain photographs and signatures that would be submitted to the department to create identification cards. ELECT estimates the cost of each set of camera and signature capture pad equipment to be approximately \$800 based on the retail cost of the equipment. The bill allows the agency to contract out the production and distribution of the voter identification cards; ELECT currently estimates the retail cost to produce the identification cards to be \$15.99 less postage per unit. While these retail costs are the best available estimates at this time, ELECT anticipates

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that actual costs once bid out will likely be less. The initial estimated one-time cost to purchase camera and signature pad equipment for all localities using the above cost assumptions is \$106,400. The number of localities that may still possess working equipment provided for previous photo identification requirements is unknown and the actual number of localities in need of such equipment may be less. Ongoing annual costs to produce identification cards for an estimated 2,000 voters are \$31,980. In addition to the card production, ongoing costs are expected to replace an estimated five percent of equipment annually. Assuming a replacement rate of 7 units per year at approximately five percent per year costs would be \$5,600. This brings total estimated general fund costs to \$138,380 in fiscal year 2027 and \$37,580 in ongoing annual costs thereafter.

Other: N/A