



Written Testimony of Jacqueline Doyer
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Committee on Elections
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Chairman Proctor, members of the Committee, thank you for the opportunity to testify today regarding House Bill 2452. My name is Jacqueline Doyer, and I am the Legal Policy Director for Honest Elections Project Action, a nonprofit entity dedicated to defending the right of every American to vote in free and honest elections.

Each year, communities across the country conduct hundreds of elections on dates scattered across the election calendar. What was once a single Election Day has effectively become an election season, leaving voters disengaged and election officials overstretched by a relentless cycle of elections.

House Bill 2452 consolidates municipality elections to the November election date in even-numbered years and the corresponding primary elections to August in even-numbered years. Kansas has been steadily working to streamline its election calendar and boost voter turnout. In [2015](#), Kansas moved local elections held in the spring of odd-numbered years to the fall of odd-numbered years. This change helped election officials comply with federal timelines governing the issuance of ballots to servicemembers. [Last year](#), Kansas amended the definition of “special election” to three specific dates throughout the year. The Sedgwick County Election Commissioner said Sedgwick County held four special elections in 2024 alone and supported the change as it would help with cost, reduce voter confusion, and increase voter turnout. House Bill 2452 is the next step towards increased voter participation, reduced costs, and greater government efficiency.

Regrettably, many local off-cycle elections suffer from alarmingly low voter [turnout](#), weakening democracy. Low participation elections increase the risk that the governments are less [representative](#) of and accountable to their constituents. With fewer ballots cast, a small number of votes can swing an election one way or another and allow special interests to exert outsized influence over the outcome.

Kansas is no stranger to these low participation off-cycle elections. In Johnson County—Kansas’ largest county by population—turnout in the November 2024 election was [72.79%](#). In the November 2025 election, turnout was just [25.07%](#). In some counties, like Sedgwick County, turnout was far lower, with just [11.98%](#) of registered voters voting in the November 2025 election. House Bill 2452 also moves primary elections to the August date in even-numbered years. Primary elections currently held in Kansas’ odd-numbered years suffer from very low turnout. Johnson County’s August 2024 primary saw [22.35%](#) turnout, while they had just [9.04%](#) turnout in their August 2025 primary. Sedgwick County, had just [6.89%](#) voter turnout in their August 2025 primary.



These elections often decide important local matters—such as city council seats, community issues, and significant tax increases or bond measures—yet they are frequently determined by only a tiny fraction of the eligible population. This trend plays out nationwide in off-cycle elections. Recognizing the risks of such minimal participation, states are taking action.

In Indiana, House Bill [1633](#) directed the Secretary of State to study the potential cost savings of moving municipal elections from odd- to even-numbered years. The [study](#) conducted by the Voting System Technical Oversight Program at Ball State University showed significantly higher costs for the municipal elections held in odd-numbered years. For example, the cost per vote in the 2023 municipal primary was \$27.81, over twice that of the 2022 midterm primary (\$13.43). In the 2023 municipal general election, the cost per vote was nearly three times higher than in the 2022 November midterm. Data on turnout was similar—the 2022 midterm general election had a 92.38% greater voter turnout rate than the 2023 municipal general elections.

North Carolina passed [legislation](#) similar to House Bill 2452, aligning local officeholder terms with a shift to general elections in even-numbered years. [Louisiana](#) also authorized municipal and school board elections to match statewide dates to address [complaints](#) over excessive elections and reduce costs. Florida recently [required](#) large bond measures to appear on the general election ballot in November, when turnout is typically much higher.

Consolidating elections makes sense from a fiscal perspective. Taxpayers are ultimately responsible for the costs associated with administering an election and off-cycle elections dramatically inflate the expense per ballot cast due to low voter turnout. Non-November elections often result in ties or razor-thin margins, triggering costly runoffs or recounts. This exacerbates the already heavy workload on election officials, who struggle to recruit and train sufficient [poll workers](#) amid record-[high](#) turnover rates.

In a 2025 [audit](#) report regarding ballot tabulation in Ford County, Kansas, auditors found Ford County did not test all of its tabulation machines and did not do so within the statutory timelines. In response, Ford County cited a lack of adequate time, training, and a small staff. An unrelenting election cycle only adds to an already stressed system. House Bill 2452 allows election officials more time to hire, train staff, and prepare for elections.

A more streamlined election calendar strengthens election integrity. Current laws impose strict timelines for election preparations, leaving officials that must execute repeated back-to-back elections with little time to review processes, correct issues, or implement improvements between elections. This bill will help ease those pressures and enhance the reliability of the electoral system.

House Bill 2452 is a simple but important reform that brings sweeping improvements. It promotes increased voter participation, lowers costs, eases administrative burdens, and boosts confidence in elections. This is a critical step toward more effective and representative government. I encourage you to swiftly pass this measure.

Thank you for considering this testimony, and I welcome any questions you may have.