

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 4157H.011  
 Bill No.: HB 1935  
 Subject: Economic Development; Economic Department of Development, Urban  
 Redevelopment  
 Type: Original  
 Date: January 23, 2024

Bill Summary: This proposal establishes tax credits to revitalize Missouri downtowns and main streets.

**FISCAL SUMMARY**

<b>ESTIMATED NET EFFECT ON GENERAL REVENUE FUND</b>			
FUND AFFECTED	FY 2025	FY 2026	FY 2027
General Revenue Fund*	(\$362,843)	Up to (\$100,459,101)	Up to (\$102,453,969)
<b>Total Estimated Net Effect on General Revenue</b>	<b>(\$362,843)</b>	<b>Up to (\$100,459,101)</b>	<b>Up to (\$102,453,969)</b>

\*Oversight reflects an impact up to the maximum annual caps set by subdivisions 99.720.4(1) & 99.720.4(2) and adjusted by CPI. Additionally, the amounts reflect additional FTE for both the Department of Economic Development (3) and the Department of Revenue (1).

<b>ESTIMATED NET EFFECT ON OTHER STATE FUNDS</b>			
FUND AFFECTED	FY 2025	FY 2026	FY 2027
<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.

<b>ESTIMATED NET EFFECT ON FEDERAL FUNDS</b>			
<b>FUND AFFECTED</b>	<b>FY 2025</b>	<b>FY 2026</b>	<b>FY 2027</b>
<b>Total Estimated Net Effect on <u>All</u> Federal Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

<b>ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)</b>			
<b>FUND AFFECTED</b>	<b>FY 2025</b>	<b>FY 2026</b>	<b>FY 2027</b>
General Revenue Fund – DED	3 FTE	3 FTE	3 FTE
General Revenue DOR	0 FTE	1 FTE	1 FTE
<b>Total Estimated Net Effect on FTE</b>	<b>3 FTE</b>	<b>4 FTE</b>	<b>4 FTE</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.

<b>ESTIMATED NET EFFECT ON LOCAL FUNDS</b>			
<b>FUND AFFECTED</b>	<b>FY 2025</b>	<b>FY 2026</b>	<b>FY 2027</b>
<b>Local Government</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

## FISCAL ANALYSIS

### ASSUMPTION

Officials from the **Department of Economic Development (DED)** note:

Section 99.720 is a new tax credit program "Revitalizing Missouri Downtowns and Main Streets Act"

Beginning January 1, 2025, an applicant may receive a tax credit of 25% to 30% in an amount of  
a) \$15,000 if building is in a Main Street District or;

b) \$500,000 if not located in a Main Street location. The 25% of each cap amount (see below) will be reserved for qualified Main Street district projects but can be released for other locations if the full 25% is not used at the end of the fiscal year.

Qualified converted building is any building and its structural components if:

a) prior to conversion, the building was nonresidential real property, which was leased, or available for lease, to office tenants.

b) has been substantially converted from an office use to a residential, retail, or other commercial use; and

c) such building was initially placed at least 25 years before the beginning of the conversion.

This legislation could result in a reduction of \$100 million per year in state revenue as 99.720.4(1) establishes a tax credit cap of \$50 million for buildings under 750,000 square feet and 99.720.4(2) a \$50 million cap for buildings over 750,000 square feet. DED will need to hire 3 FTE's to administer this program.

**Oversight** notes the officials from the DED assume the proposal will have a direct fiscal impact on their organization. Oversight does not have any information to the contrary. Therefore, Oversight will reflect an impact for 3 FTE (Senior Economic Development Specialist \$74,664) for DED in the fiscal note, effective FY 2025.

Officials from the **Office of Administration – Budget & Planning (B&P)** note:

For all tax years beginning on or after January 1, 2025, this act authorizes a taxpayer to claim a tax credit equal to 25% of qualified conversion expenditures or 30% of qualified conversion expenditures with respect to upper floor housing incurred for converting nonresidential real property from office use to residential, retail, or other commercial use. Tax credits authorized by the act shall not be refundable, but may be carried back three years or carried forward ten years

and can be transferred, sold, or assigned. However, this bill doesn't exclude projects participating in the Missouri Downtown and Rural Economic Stimulus Act (MODESA). Therefore, MODESA participants receiving local TIF funding may also receive tax credits from this program.

Tax credits related to this act shall not exceed \$50 million for buildings under 750K square feet, and shall not exceed \$50M for buildings over 750K square feet in any fiscal year. Twenty-five percent of the tax credit cap shall be used solely for projects located in a qualified Missouri main street district. If this has been authorized, projects located in a qualified Missouri main street district may receive tax credits from the remaining unreserved amount. If the tax credits cap has been reached in any given fiscal year, the cap shall be increased by the equivalent percentage increase in inflation. Tax credits authorized for qualified converted buildings of more than 750,000 square feet shall not count toward the annual tax credit cap, provided that no more than \$50 million in tax credits shall be authorized for such buildings in a given fiscal year.

Taxpayers shall apply to the Department of Economic Development (DED) to receive the tax credits. Applications shall include proof of ownership or site control, floor plans of the existing structure, architectural plans, and, where applicable, plans of the proposed conversion of the structure, as well as proposed additions, estimated cost of conversion, the anticipated total costs of the project, the actual basis of the property, as shown by proof of actual acquisition costs, the anticipated total labor costs, the estimated project start date, and the estimated project completion date, proof that the property is an eligible property, a copy of all land use and building approvals reasonably necessary for the commencement of the project, and any other information which the Department may reasonably require to review the project for approval.

All approved applications receiving approval shall submit within 60 days following the award evidence of the capacity of the applicant to finance the costs and expenses for the conversion of the eligible property. Approved applications, excluding projects of more than 750,000 square feet, shall commence conversion within 9 months of the date of issuance of the tax credit approval letter from the DED.

To claim a tax credit, a taxpayer shall apply for final approval and issuance of tax credits from the DED, which shall determine the final amount of qualified conversion expenditures and whether the completed rehabilitation meets eligibility requirements. The final application shall demonstrate that the taxpayer has substantially converted a qualified building with satisfactory evidence of any conversion expenditures for the structure and any other requested information, as determined by the DED.

The DED shall annually determine the overall economic impact to the state from the rehabilitation of eligible property. No taxpayer shall be issued tax credits for conversion expenditures on a converted building within 27 years of a previous issuance of tax credits. Therefore, with the two provisions in subsection 4, the total fiscal impact is \$100M to TSR.

Officials from the **Department of Revenue (DOR)** note:

### Section 99.720- Tax Credit for Downtown Revitalization

Starting January 1, 2025, this proposal would create a tax credit for converting former office buildings to residential, retail, or other commercial use buildings. The tax credit would be equal to 25% of qualified conversion expenditures with respect to a qualified converted building, or 30% of qualified conversion expenditures with respect to upper floor housing located in a qualified Missouri main street district. Department of Economic Development (DED) is given primary authority over this program.

The credits under this program are not refundable; but can be carried back to the three preceding years or carried forward up to ten years. These credits can be transferred, sold, or assigned. Any credits authorized for a partnership, limited liability company taxed as a partnership, or multiple owners of property shall be passed through to the partners, members, or owners pro rata. The approved tax credits shall be prioritized in the order of submission. There is no sunset date for this program.

Section 99.720.4(1) sets a cap of \$50 million annually for these projects. Section 99.720.4(2) goes on to allow buildings of more than 750,000 square feet to also qualify for credits of up to \$50 million. Therefore, this proposal can be expected to lower general revenue by up to \$100 million annually.

Section 99.720.6 states that in any fiscal year in which the maximum number of credits is issued, then the maximum number of credits allowed is to be increased by the Consumer Price Index. For fiscal note purposes, DOR uses a 2% inflation rate when calculating CPI increases. This proposal is not clear in what it means by the maximum number of credits issued as it appears to have 2 separate caps. For fiscal note purposes, DOR assumes it only increases if both caps are met.

These tax credits are to start on January 1, 2025, and will result in a loss of general revenue annually starting FY 2026, the first year the credits can be claimed on the tax return.

Fiscal Year	Loss to General Revenue
FY 2025	\$0
FY 2026	(\$100,000,000)
FY 2027	(\$102,000,000)

This proposal creates two new tax credits that would require two new line being added to the Form MO-TC (\$7,138), updates to the DOR website and changes the DOR individual income tax computer system (\$1,785). These changes are estimated to cost \$8,923. DOR's existing tax credit staff is no longer able to take on any additional tax credits without additional resources. Due to the intensive knowledge of credits that is needed DOR is not able to use temporary staff to help with processing these returns. This proposal would require at least 1 FTE Associate Customer Service Rep at a salary of \$35,880.

**Oversight** notes the officials from the DOR assume the proposal will have a direct fiscal impact on their organization. Oversight does not have any information to the contrary. Therefore, Oversight will reflect the impact for 1 FTE (Associate Customer Service Rep at \$35,880 annually) for DOR in the fiscal note effective FY 2026.

**Oversight** notes the officials from DOR assume the need for updates to the forms and individual income tax system totaling \$8,923. Therefore, Oversight will reflect the costs of the update in the fiscal note effective FY 2025 (respective onset of the proposal).

**Oversight** notes the Section 99.720.4(1) sets a cap of \$50 million annually for these projects. Section 99.720.4(2) goes on to allow buildings of more than 750,000 square feet to also qualify for credits of up to \$50 million. Lastly, Section 99.720.6 states that in any fiscal year in which the maximum number of credits is issued, then the maximum number of credits allowed is to be increased by the Consumer Price Index. Therefore, Oversight will reflect the maximum allotted tax credit cap each year, effective FY 2026, and for purpose of this fiscal note, adjusted maximum cap of \$100 million in combine tax credits with CPI in FY 2027.

In response to the similar proposal, SB 792 (2024), officials from the **Department of Commerce and Insurance (DCI)** assumed the proposal will have no fiscal impact on their organization. **Oversight** does not have any information to the contrary. Therefore, Oversight will reflect a zero impact in the fiscal note for the DCI organization.

In response to the similar proposal, SB 792 (2024), officials from the **City of Kansas City** assume the proposal will have no fiscal impact on their organization. **Oversight** does not have any information to the contrary. Therefore, Oversight will reflect a zero impact in the fiscal note for the local political subdivisions.

#### Rule Promulgation

Officials from the **Joint Committee on Administrative Rules** assume this proposal is not anticipated to cause a fiscal impact beyond its current appropriation.

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.

<u>FISCAL IMPACT – State Government</u>	FY 2025 (10 Mo.)	FY 2026	FY 2027
<b>GENERAL REVENUE</b>			
<u>Costs – DOR FTE Section(s) Section 99.720.4(1) &amp; 99.720 4(2)(p.8)</u>			
Personnel Service	\$0	(\$36,598)	(\$37,330)
Fringe Benefits	\$0	(\$28,937)	(\$29,204)
Expense & Equipment	\$0	(\$13,415)	(\$582)
<u>Total Costs – DOR p.8</u>	\$0	(\$78,950)	(\$67,116)
FTE Change	0 FTE	1 FTE	1 FTE
<u>Costs – DOR – form updates &amp; computer programming</u>	(\$8,923)	\$0	\$0
<u>Costs – DED Section(s) Section 99.720.4(1) &amp; 99.720 4(2) (p.11)</u>			
Personnel Service	(\$186,660)	(\$228,472)	(\$233,041)
Fringe Benefits	(\$109,897)	(\$133,613)	(\$135,384)
Expense & Equipment	(\$57,363)	(\$18,066)	(\$18,428)
<u>Total Costs – DED p.3</u>	(\$353,920)	(\$380,151)	(\$386,853)
FTE Change	3 FTE	3 FTE	3 FTE
<u>Costs – Section 99.720.4(1) Tax Credit (p.8)</u>	\$0	Up to (\$50,000,000)	Up to (\$51,000,000)
<u>Costs – Section 99.720 4 (2) Tax Credit (p.8)</u>	\$0	Up to (\$50,000,000)	Up to (\$51,000,000)
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<b>(\$362,843)</b>	<b>Up to (\$100,459,101)</b>	<b>Up to (\$102,453,969)</b>
Estimated Net FTE Change on General Revenue	3 FTE	4 FTE	4 FTE

<u>FISCAL IMPACT – Local Government</u>	FY 2025 (10 Mo.)	FY 2026	FY 2027
	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

FISCAL IMPACT – Small Business

Small businesses that qualify for the new credits would be impacted by this proposal.

FISCAL DESCRIPTION

This bill creates the "Revitalizing Missouri Downtowns and Main Streets Act."

Beginning January 1, 2025, a taxpayer may submit an application to the Department of Economic Development to claim a credit against his or her state tax liability:

(1) Equal to 25% of qualified conversion expenditures, as defined in the bill, incurred for converting nonresidential property from office use to residential, retail, or other commercial use; or

(2) Equal to 30% of qualified conversion expenditures with respect to upper floor housing, as defined in the bill, incurred for converting nonresidential property from office use to residential, retail, or other commercial use.

Such tax credits shall be refundable, but may be carried back three years or carried forward 10 years. The total amount of tax credits shall not exceed \$50 million in any fiscal year, and may also be transferred, sold, or assigned, as described in the bill.

Of the maximum amount of available tax credits 25% shall be solely for projects located in a qualified Missouri main street district, as defined in the bill. If the total amount of tax credits reserved for this purpose has already been authorized, projects located in a qualified Missouri main street district may receive tax credits from the remaining unreserved credits.

If the maximum amount of allowable tax credits is authorized in any given fiscal year, such maximum allowable amount shall be increased by the percentage increase in inflation. Tax credits authorized for qualified converted buildings of more than 750,000 square feet shall not count toward such maximum amount of annual tax credits, provided that no more than \$50 million in tax credits shall be authorized for such buildings in a given fiscal year.

A taxpayer shall apply to the Department of Economic Development to receive tax credits. Such application shall be prioritized in the order of its submission, and shall include the following:

(1) Proof of ownership or site control, as described in the bill;

(2) Floor plans of the existing structure, architectural plans, and where applicable, plans of the proposed conversion of the structure, as well as proposed additions;



- (3) Estimated cost of conversion;
- (4) Anticipated total costs of the project;
- (5) Actual basis of the property, as shown by proof of actual acquisition costs;
- (6) Anticipated labor costs;
- (7) Estimated project start date;
- (8) Estimated project completion date;
- (9) Proof that the property is an eligible property;
- (10) Copy of all land use and building approvals reasonably necessary for the commencement of the project; and
- (11) Any other information that the Department may reasonably require to review the project for approval.

All taxpayers with approved applications shall submit, within 60 days following the award of tax credits, evidence of the taxpayer's capacity to finance the costs and expenses for the conversion of the eligible property. All approved applications shall commence conversion within nine months of the date of the letter from the Department granting the approval of the tax credits.

To receive a tax credit, a taxpayer with an approved application shall apply for final approval from the Department, which shall determine the final amount of qualified conversion expenditures and whether the completed rehabilitation meets all requirements.

The final application shall demonstrate that the taxpayer has:

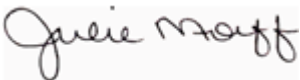
- (1) Substantially converted a qualified converted building; and
- (2) Presented satisfactory evidence of any qualified conversion expenditures for the structure, as determined by the Department; and
- (3) Turned over any other information reasonably requested by the Department.

On an annual basis, the Department shall determine the overall economic impact resulting from the rehabilitation of eligible property.

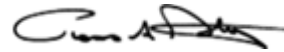
This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

SOURCES OF INFORMATION

Department of Revenue  
Office of Administration – Budget & Planning  
Department of Economic Development  
Office of the Secretary of State  
Joint Committee on Administrative Rules



Julie Morff  
Director  
January 23, 2024



Ross Strobe  
Assistant Director  
January 23, 2024