

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 2454H.05T  
Bill No.: Truly Agreed To and Finally Passed HCS for HJR 73  
Subject: Health Care; Abortion  
Type: Original  
Date: June 23, 2025

---

Bill Summary: This joint resolution proposes a constitutional amendment that establishes provisions relating to reproductive health care.

**FISCAL SUMMARY**

<b>ESTIMATED NET EFFECT ON GENERAL REVENUE FUND</b>			
<b>FUND AFFECTED</b>	<b>FY 2026</b>	<b>FY 2027</b>	<b>FY 2028</b>
General Revenue*	\$0 or (More than \$8,000,000)	\$0	\$0
<b>Total Estimated Net Effect on General Revenue</b>	<b>\$0 or (More than \$8,000,000)</b>	<b>\$0</b>	<b>\$0</b>

\*The potential fiscal impact of “(More than \$8,000,000)” would be realized only if a special election were called by the Governor to submit this joint resolution to voters.

<b>ESTIMATED NET EFFECT ON OTHER STATE FUNDS</b>			
<b>FUND AFFECTED</b>	<b>FY 2026</b>	<b>FY 2027</b>	<b>FY 2028</b>
<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 2026</b>	<b>FY 2027</b>	<b>FY 2028</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 2026</b>	<b>FY 2027</b>	<b>FY 2028</b>
<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.

<b>ESTIMATED NET EFFECT ON LOCAL FUNDS</b>			
<b>FUND AFFECTED</b>	<b>FY 2026</b>	<b>FY 2027</b>	<b>FY 2028</b>
<b>Local Government*</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

\*Transfer-in and reimbursement of election costs net to \$0 and only occur if a special election is called by the Governor.

## FISCAL ANALYSIS

### ASSUMPTION

#### HJR - Provisions relating to reproductive health care

Officials from **Office of the Secretary of State** assume, each year, a number of joint resolutions that would refer to a vote of the people a constitutional amendment and bills that would refer to a vote of the people the statutory issue in the legislation may be considered by the General Assembly.

Unless a special election is called for the purpose, Joint Resolutions proposing a constitutional amendment are submitted to a vote of the people at the next general election. Article XII section 2(b) of the Missouri Constitution authorizes the governor to order a special election for constitutional amendments referred to the people. If a special election is called to submit a Joint Resolution to a vote of the people, section 115.063.2 RSMo requires the state to pay the costs. The cost of the special election has been estimated to be \$8 million based on the cost of the 2022 primary and general election reimbursements.

The Secretary of State's office is required to pay for publishing in local newspapers the full text of each statewide ballot measure as directed by Article XII, Section 2(b) of the Missouri Constitution and Section 116.230-116.290, RSMo. Funding for this item is adjusted each year depending upon the election cycle. A new decision item is requested in odd numbered fiscal years and the amount requested is dependent upon the estimated number of ballot measures that will be approved by the General Assembly and the initiative petitions certified for the ballot. In FY 2014, the General Assembly changed the appropriation so that it was no longer an estimated appropriation.

For the FY26 petitions cycle, the SOS estimates publication costs at \$60,000 per page. This amount is subject to change based on number of petitions received, length of those petitions and rates charged by newspaper publishers.

The Secretary of State's office will continue to assume, for the purposes of this fiscal note, that it should have the full appropriation authority it needs to meet the publishing requirements. Because these requirements are mandatory, the SOS reserves the right to request funding to meet the cost of the publishing requirements if the Governor and the General Assembly again change the amount or continue to not designate it as an estimated appropriation.

**Oversight** has reflected, in this fiscal note, the state potentially reimbursing local political subdivisions the cost of having this joint resolution voted on during a special election in fiscal year 2026. This reflects the decision made by the Joint Committee on Legislative Research that

the cost of the elections should be shown in the fiscal note. The next scheduled statewide general election is in November 2026 (FY 2027). It is assumed the subject within this proposal could be on this ballot; however, it could also be on a special election called for by the Governor (a different date). Therefore, Oversight will reflect a potential election cost reimbursement to local political subdivisions in FY 2026.

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

**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 **Department of Commerce and Insurance**, the **Department of Health and Senior Services**, the **Department of Public Safety - Missouri Highway Patrol**, the **Department of Social Services**, the **Missouri Consolidated Health Care Plan**, the **Missouri Department of Conservation**, the **Missouri Department of Transportation**, the **Office of Administration - Administrative Hearing Commission**, the **Office of the Governor**, the **Office of the State Courts Administrator**, the **Office of the State Public Defender**, the **Kansas City Election Board**, the **Platte County Board of Elections** and the **St. Louis County Board of Elections**, each assume the 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.

In response to a previous version, officials from the **Missouri Office of Prosecution Services**, the **Jackson County Board of Election Commissioners**, the **St. Louis City Board of Elections** and the 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.

**Oversight** only reflects the responses received from state agencies and political subdivisions; however, other local election authorities and hospitals were requested to respond to this proposed legislation but did not. A listing of political subdivisions included in the Missouri Legislative Information System (MOLIS) database is available upon request.

<u>FISCAL IMPACT – State Government</u>	FY 2026 (10 Mo.)	FY 2027	FY 2028
<b>GENERAL REVENUE</b>			
<u>Transfer Out</u> - SOS - reimbursement of local election authority election costs <b>if</b> a special election is called by the Governor p. 3-4	\$0 or (More than <u>\$8,000,000</u> )	<u>\$0</u>	<u>\$0</u>
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<b>\$0 or (More than <u>\$8,000,000</u>)</b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>

<u>FISCAL IMPACT – Local Government</u>	FY 2026 (10 Mo.)	FY 2027	FY 2028
<b>LOCAL POLITICAL SUBDIVISIONS</b>			
<u>Transfer In</u> – Local Election Authorities - reimbursement of election costs by the State for a special election p. 3-4	\$0 or More than \$8,000,000	\$0	\$0
<u>Costs</u> – Local Election Authorities - cost of a special election if called for by the Governor p. 3-4	<u>\$0 or (More than \$8,000,000)</u>	<u>\$0</u>	<u>\$0</u>
<b>ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS</b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>

FISCAL IMPACT – Small Business

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

FISCAL DESCRIPTION

Upon voter approval, this Constitutional amendment would repeal the Right to Reproductive Freedom Initiative, which establishes the right to reproductive freedom, including the right to make and carry out decisions about birth control and abortion care. Any statute found by a court to be unenforceable due to the Right to Reproductive Freed Initiative will once again be enforceable.

This Constitutional amendment allows for abortions in cases of medical emergencies, fetal anomalies, rape, or incest. In the case of abortions performed or induced because of rape or incest, the abortion can only be performed or induced up to 12 weeks.

The amendment allows the General Assembly to enact laws to regulate abortions, abortion facilities, and abortion providers to ensure the health and safety of the pregnant mother, as specified.

No abortion can be performed or induced based on a prenatal diagnosis, test, or screening indicating a disability in an unborn child, except in cases of fetal anomaly. Fetal organ harvesting after an abortion is also prohibited. No public funds can be used to pay for abortions, except in cases of medical emergency, rape, or incest. No abortion can be performed or induced upon a woman without her voluntary and informed consent, except in cases of medical emergencies in which consent cannot be obtained. The amendment further specifies how the consent of a minor must be obtained.

This amendment prohibits gender transition surgeries and the prescription of cross-sex hormones or puberty-blocking drugs to minors.

This amendment requires that all actions challenging any State law relating to reproductive health care will need to be brought in the Circuit Court of Cole County and makes other specified requirements for the pleadings of such actions.

Under this Constitutional amendment, a woman's right to access health care in cases of miscarriages, ectopic pregnancies, and other medical emergencies cannot be infringed by the State.

The General Assembly will have the authority to enact laws to carry out these provisions.

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

Attorney General's Office  
Office of Administration - Administrative Hearing Commission  
Department of Commerce and Insurance  
Department of Health and Senior Services  
Department of Public Safety - Missouri Highway Patrol  
Department of Social Services  
Office of the Governor  
Missouri Consolidated Health Care Plan  
Missouri Department of Conservation  
Missouri Department of Transportation


L.R. No. 2454H.05T

Bill No. Truly Agreed To and Finally Passed HCS for HJR 73

Page **7** of **7**

June 23, 2025

Missouri Office of Prosecution Services  
Office of the Secretary of State  
Office of the State Courts Administrator  
Office of the State Public Defender  
Jackson County Board of Election Commissioners  
Kansas City Election Board  
Platte County Board of Elections  
St. Louis City Board of Elections  
St. Louis County Board of Elections



Julie Morff  
Director  
June 23, 2025



Jessica Harris  
Assistant Director  
June 23, 2025