

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 4278H.011
 Bill No.: HJR 107
 Subject: Kansas City; Jackson County; Constitutional Amendments
 Type: Original
 Date: March 24, 2026

Bill Summary: This joint resolution proposes a constitutional amendment authorizing the separation of Kansas City from Jackson County upon approval by the voters.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND

FUND AFFECTED	FY 2027	FY 2028	FY 2029
General Revenue**	\$0 or (Unknown, more than \$9,000,000)	\$0	\$0
Total Estimated Net Effect on General Revenue	\$0 or (Unknown, more than \$9,000,000)	\$0	\$0

*The potential fiscal impact of “(More than \$9,000,000)” would be realized only if a special election were called by the Governor to submit this joint resolution to voters.

ESTIMATED NET EFFECT ON OTHER STATE FUNDS

FUND AFFECTED	FY 2027	FY 2028	FY 2029
Total Estimated Net Effect on Other 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

*Transfer out and transfer in net to zero **if** the Governor calls a special election.

FISCAL ANALYSIS

ASSUMPTION

HJR – Separation of the City of Kansas City from Jackson County

Officials from the **Office of the Secretary of the State (SOS)** 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 a special election has been estimated to be \$9 million based on the cost of past 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 FY27 publication cycle, the SOS estimates publication costs at \$515,000 per ballot measure. This amount is an average and will be subject to change based on the number of petitions received, length of those petitions, and rates charged by newspaper publishers. In a year where many lengthy measures must be published, the Secretary of State's Office may need to budget up to \$10,000,000 to ensure sufficient funding is available to meet its constitutional obligations for the election cycle.

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 their 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 2027. 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. Per the SOS, the cost is estimated at \$9 million based on past costs as well as the anticipation of significant increases in future election-related expenses. 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 2027.

Officials from the **Office of the State Courts Administrator (OSCA)** state this proposal may have some impact but there is no way to quantify that amount currently. Any significant changes will be reflected in future budget requests.

Officials from the **City of Kansas City** assume an indeterminate fiscal impact.

Oversight assumes any impact would require additional action from Kansas City and Jackson County; therefore, Oversight will reflect a zero impact in the fiscal note.

Officials from the **Department of Revenue, Department of Natural Resources, Department of Public Safety - Office of the Director, Missouri Department of Transportation, Office of Administration** and **Kansas City Police Department** 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.

Oversight only reflects the responses that we have received from state agencies and political subdivisions; however, other cities, local election authorities, county commissioners, sheriffs, and police 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>Cost – OSCA</u> Potential cost relating to the separation of the City of Kansas City and Jackson County p.4	\$0 or (Unknown)	\$0	\$0
<u>Transfer Out - SOS</u> Reimbursement of local election authority election costs if a special election is called by the Governor p.3-4	\$0 or (More than \$9,000,000)	\$0	\$0
ESTIMATED NET EFFECT ON GENERAL REVENUE	\$0 or (Unknown, more than \$9,000,000)	\$0	\$0

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
LOCAL POLITICAL SUBDIVISIONS			
<u>Transfer In –Local Election Authorities</u> Reimbursement of election costs by the State for a special election p.3-4	\$0 or More than \$9,000,000	\$0	\$0
<u>Cost - Local Election Authorities</u> Cost of a special election if called for by the Governor p.3-4	\$0 or (More than \$9,000,000)	\$0	\$0
ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS	\$0	\$0	\$0

FISCAL IMPACT – Small Business

Small businesses could be impacted by the provisions of this joint resolution.

FISCAL DESCRIPTION

Upon voter approval, this constitutional amendment would initiate the separation of Kansas City from Jackson County.

The amendment establishes a "City-County Transition Committee" to facilitate the separation of the city and the county. The makeup of the committee is established in the amendment.

The Committee must establish a proposed plan, submit the plan to the governing bodies of the city and the county, and submit a progress report to the General Assembly every six months until the separation of the city from the county is complete.

Items that must be considered in the proposed plan to separate the city from the county are provided in the amendment.

After the proposed plan is established and presented to the governing bodies of the city and the county, the election authorities will submit the question of whether to adopt the proposed plan to voters of the city and county on the next available day for a municipal election.

If the plan is approved by a majority of voters, the governing bodies of the city and county must begin the process of implementing the proposed plan. If it is not approved by a majority of voters, the Committee will establish a new proposed plan before the end of the following calendar year. The same procedures for establishing the plan will apply.

If this constitutional amendment is rejected by voters it will be resubmitted at the general election or a special election held in 2036 and every ten years thereafter until it is approved.

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
Office of the State Courts Administrator
City of Kansas City
Department of Revenue
Department of Natural Resources
Department of Public Safety - Office of the Director

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Missouri Department of Transportation
Office of Administration
Kansas City Police Department



Julie Morff
Director
March 24, 2026



Jessica Harris
Assistant Director
March 24, 2026