

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 5787H.01I
Bill No.: HB 2531
Subject: Political Subdivisions; Tax Incentives
Type: Original
Date: January 13, 2026

Bill Summary: This proposal establishes the "Revitalizing Missouri Downtowns and Main Streets Act".

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND

FUND AFFECTED	FY 2027	FY 2028	FY 2029
General Revenue*	(\$270,801)	Up to (\$50,384,804)	Up to (\$51,378,363)
Total Estimated Net Effect on General Revenue	(\$270,801)	Up to (\$50,384,804)	Up to (\$51,378,363)

*Oversight reflects an impact up to the maximum cap and adjusted by CPI annually. Additionally, the amounts reflect FTE, for both the Department of Economic Development and the Department of Revenue.

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
General Revenue - DOR	0 FTE	1 FTE	1 FTE
General Revenue – DED	2 FTE	2 FTE	2 FTE
Total Estimated Net Effect on FTE	2 FTE	3 FTE	3 FTE

- 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

FISCAL ANALYSIS

ASSUMPTION

§99.720-730 Establishes the Revitalizing Missouri Downtowns and Main Streets Act

Officials from the **Department of Revenue (DOR)** assume starting January 1, 2027, 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. The Department of Economic Development (DED) is given primary authority over this program.

Starting January 1, 2027, this proposal would create a tax credit for 30% of qualified conversion expenditures with respect to upper floor housing located in a qualified Missouri main street district. The DED is given primary authority over this program.

The credits under these programs 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. This program will sunset on December 31, 2034.

Section 99.726.1 sets a cap of \$50 million annually for these projects. Section 99.726.1 goes on to allow buildings of more than 750,000 square feet to receive at least 50% of the credits (\$25 million). Additionally, 25% of the \$50 million cap (\$12.5 million) should be reserved for upper floor qualifying housing projects.

Section 99.726.4 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.

These tax credits are to start on January 1, 2027, and will result in a loss of general revenue annually starting FY 2028, the first year the credits can be claimed on the tax return.

Fiscal Year	Loss to General Revenue
FY 2027	\$0
FY 2028	(\$50,000,000)
FY 2029	(\$51,000,000)

This proposal creates two new tax credits that would require two new lines being added to the Form MO-TC (\$2,200 *2=\$4,400), updates to the Department's website and changes to the individual income tax computer system (\$1,887*2= \$3,774). These changes are estimated to cost \$8,174. 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 \$42,593 (salary plus years of service pay).

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 \$42,593 annually) for DOR in the fiscal note effective FY 2028.

Oversight notes DOR requests a one-time cost for form and computer updates to comply with the proposed language; however, Oversight notes that DOR receives appropriation for routine updates and will not show those costs in the fiscal note.

Oversight will reflect the maximum allotted tax credit cap effective FY 2028 and adjusted by CPI thereafter.

Officials from the **Department of Economic Development (DED)** assume §99.720 provides the official name the "Revitalizing Missouri Downtowns and Main Streets Act." It also defines key terms used throughout the act, such as "department" (the Missouri Department of Economic Development), "qualified conversion expenditures" (capital costs excluding acquisition or enlargement), and "qualified converted building".

§99.722 states for all tax years beginning on or after January 1, 2026, 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. 25% of each cap amount 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.

§99.724 summarizes application process for the tax credits, including the required documentation and procedures for applying to the Department of Economic Development for approval.

§99.726 states 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.

§99.728 specifies the limitations on the tax credits, stating that the total amount of authorized tax credits cannot exceed \$50 million in any given fiscal year. It also allocates specific percentages

of these funds for particular types of projects, such as large structures (over 750,000 sq. ft.) and upper-floor housing in qualified Main Street districts.

Program shall automatically be sunset on Dec 31, 2034, unless it is reauthorized by an act of general assembly and DED will need 2 FTE to administer the 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 the impact for 2 FTE Senior Economic Development Specialist at \$86,712 annually) for DED in the fiscal note effective FY 2028.

In response to the similar legislation, Perfected SS for SCS for SB 35 (2025), officials from **Office of Administration- Budget & Planning** assumed for all tax years beginning on or after January 1, 2026, this act authorizes a taxpayer to claim a tax credit equal to 30% of qualified conversion expenditures with respect to upper floor housing incurred for converting nonresidential real property from office use to predominantly, or more than 50% of the gross square footage for, residential use and may also included retail or other commercial uses. 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. Beginning January 1, 2026, the DED must issue a taxpayer credit against their state tax liability based on the 30% rule. 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, with 50% solely for buildings over 750K square feet in any fiscal year. If the total amount of reserved tax credits have been authorized, structures greater than 750K square feet may receive tax credits from the unreserved amount. Structures less than 750K square feet may receive tax credits from the reserved amount if those tax credits haven't been authorized. 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. All applications must be kept on file after the cap has been reached and applicants waiting for approval will be notified no additional approvals will be made. Should tax credits become available or a new fiscal year has begun, applicants will be considered for approval in the order they were submitted.

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. DED will have 60 days to review the application and notify the applicant within 30 days in writing whether it's been approved or denied.

All approved applications receiving approval shall submit within 120 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 12 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 or upper floor housing with satisfactory evidence of any conversion expenditures for the structure and any other requested information, as determined by the DED. The DED will issue 75% of approved tax credits within 60 days of receiving final application and make a final determination within 60 days for the remaining 25% or repayment for over-issuances. For projects greater than 750K square feet, applicant's can submit an application for issuance of tax credits annually prior to final completion of the project. After the approval of the annual application, DED will issue 80% of the tax credits that would result from qualified expenditures provided the total amount of credits to date doesn't exceed the total amount of credits for the entire project. The DED will issue 80% of approved tax credits within 60 days of receiving final application and make a final determination within 60 days for the remaining credits or repayment for over-issuances.

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. This program will sunset 8 years after it's implementation with a provision that allows incomplete projects that are participating in the program to continue to receive the tax credit. Therefore, with the two provisions in subsection 4, the total fiscal impact is \$50M to TSR.

The **Oversight Division** is responsible for providing a Sunset Report pursuant to Section 23.253 RSMo; however, Oversight can absorb the cost with the current budget authority.

Officials from **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 City of Kansas City.

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 2027 (10 Mo.)	FY 2028	FY 2029
GENERAL REVENUE			
<u>Revenue Loss – (\$99.720-730) Revitalizing Missouri Downtowns and Main Streets Act Tax Credit p.3</u>	\$0	Up to (\$50,000,000)	Up to (\$51,000,000)
<u>Cost – DOR (\$99.720-730) p.4</u>			
Personnel Service	\$0	(\$43,445)	(\$44,314)
Fringe Benefits	\$0	(\$33,810)	(\$34,159)
Expense & Equipment	\$0	(\$13,487)	(\$600)
<u>Total Costs</u>	\$0	(\$90,742)	(\$79,073)
FTE Change - DOR	0 FTE	1 FTE	1 FTE
<u>Cost – DED (\$99.720-730) p.5</u>			
Personnel Service	(\$144,520)	(\$176,892)	(\$180,430)
Fringe Benefits	(\$85,353)	(\$103,818)	(\$105,241)
Expense & Equipment	(\$40,928)	(\$13,352)	(\$13,619)
<u>Total Costs</u>	(\$270,801)	(\$294,062)	(\$299,290)
FTE Change - DED	2 FTE	2 FTE	2 FTE
ESTIMATED NET EFFECT ON GENERAL REVENUE	<u>(\$270,801)</u>	Up to <u>(\$50,384,804)</u>	Up to <u>(\$51,378,363)</u>
Estimated Net FTE Change on General Revenue	2 FTE	3 FTE	3 FTE

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>

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.

For all tax years beginning on or after January 1, 2027, this bill authorizes a taxpayer to claim a tax credit equal to 25% of qualified conversion expenditures, as defined in the bill, or 30% of qualified conversion expenditures with respect to upper floor housing, as specified in the bill, incurred for converting nonresidential real property from office use to predominantly residential use, which may include retail or other commercial use. Authorized tax credits are not refundable but may be carried back three years or carried forward 10 years. Tax credits may also be transferred, sold, or assigned, as specified in the bill.

The total amount of tax credits authorized pursuant to this bill must not exceed \$50 million in any fiscal year. Fifty percent of the maximum amount must be reserved for qualified converted buildings of more than 750,000 square feet and must be allocated to the annual limit over a period of 10 years, provided that the project meets the criteria specified in the bill.

Twenty-five percent of the maximum amount of tax credits available to be authorized will be authorized solely for upper floor housing projects located in a qualified Missouri main street district. If the total amount of the reserved tax credits have been authorized, projects located in a qualified Missouri main street district may receive tax credits from the remaining unreserved amount of tax credits. If the maximum amount of allowable tax credits is authorized in any given fiscal year, the maximum allowable amount must be increased by the percentage increase in inflation.

A taxpayer must apply to the Department of Economic Development to receive tax credits pursuant to this bill. The application must include information specified in the bill.

All taxpayers with applications receiving approval must submit, within 120 days following the award of credits, evidence of the capacity of the applicant to finance the costs and expenses for the conversion of the eligible property. All taxpayers with applications receiving approval, excluding projects of more than 750,000 square feet, must commence conversion within 12 months of the date of issuance of the letter from the Department granting the approval for tax credits.

To claim an authorized tax credit, certain taxpayers with approval must apply for final approval and issuance of tax credits from the Department, which will determine the final amount of qualified conversion expenditures and whether the completed rehabilitation meets the requirements of the bill. The final application must demonstrate that the taxpayer has substantially converted a qualified converted building; satisfactory evidence of any qualified conversion expenditures for the structure, as determined by the Department; and any other information reasonably requested by the Department.

The Department must determine, on an annual basis, the overall economic impact to the State from the rehabilitation of eligible property. No taxpayer will be issued tax credits for qualified conversion expenditures on a qualified converted building within 27 years of a previous issuance of tax credits pursuant to this bill on the qualified converted building.

This bill sunsets on December 31, 2034.

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
Department of Economic Development
Joint Committee on Administrative Rules
Office of the Secretary of State
Oversight Division



Julie Morff
Director
January 13, 2026



Jessica Harris
Assistant Director
January 13, 2026