The impacts of Missouri’s investments are far reaching, helping thousands of Missourians across the state reach their full potential.
Missouri Requires a Balanced Budget

- Developing the state’s annual budget is one of the most important – and complicated – responsibilities of Missouri lawmakers.
- Missouri’s state constitution requires the budget to be balanced, so spending by the state cannot exceed incoming revenue.
- The state’s fiscal year runs from July 1st to June 30th every year. Because the budget year begins in the middle of a calendar year, it is named for the coming calendar year. So, the budget that lawmakers will be debating in 2021 is the Fiscal Year 2022 budget.
- The full legislature must pass its final budget one week prior to the end of the legislative session. In 2021, that means the legislature must pass the budget by May 7th.
In the current year, the total budget to support public services in Missouri is $35.281 billion.

The first source of funding in the budget comes from the federal government for very specific purposes.

Another source is state-generated revenue that is dedicated to specific purposes, and includes excise taxes like the gas tax, which is dedicated to transportation.

The final source of funding is referred to as state general revenue, which lawmakers have the most authority to allocate.
In 2020, the federal government passed a series of COVID relief packages that included supplemental funding for states & localities, education, health care, and a range of other programs.

In order to spend the federal dollars allocated to Missouri, they must be accounted for as additional appropriations in the state budget.

The FY2021 budget includes $4.82 billion in appropriations for federal stimulus funds.

The appropriations do not directly reflect the actual amount of federal stimulus funding received by Missouri. Rather they are designed to give the state authority to spend federal stimulus funds that have been received (or will be received) with maximum flexibility.

In many cases the appropriation will be larger than the anticipated expenditure; in other cases, additional appropriation authority may need to be added through a supplemental budget as additional packages are passed during the fiscal year.
Missouri’s FY 2021 Operating Budget
Sources of State-Generated Revenue (Excludes Federal Funds)
$20.52 billion

- **Individual Income Tax:** 33.79%
- **Sales Tax (General Revenue Only):** 11.52%
- **Corporate Income Tax:** 1.56%
- **Other: 51.24%** includes several categories of dedicated state taxes, such as the gas tax for roads, lottery & gaming, & earmarked sales taxes

- State budget needs are supported by a diverse base of state-generated tax revenue, including income and sales tax, gas and tobacco taxes, and lottery and gaming revenue.
- The diversity of funding sources provides more stability in funding, making Missouri less vulnerable to shortfalls that result from short-term economic changes.
- Compared to other states, Missouri earmarks more state-generated funds for specific purposes.
Because the state budget must be balanced every year, the legislature relies on an estimate of expected state revenue as a starting point for the budget process. Traditionally, lawmakers work together with the Governor to determine this estimate, which is referred to as the Consensus Revenue Estimate, or “CRE.”

Revenue in FY 2021 is projected to be artificially high at 14.2% growth, as FY 2020 income tax filing due dates were pushed into FY 2021, causing two years of tax payments to be collected in one year. Absent the FY 2020 taxes collected in FY 2021, general revenue declined by 3.1% in FY 2021.

The FY 2022 Executive Budget is based on a forecasted decline of 4.1% as compared to the revised FY 2021 estimate.

As the budget process progresses, other revenues are considered. These other considerations may include a beginning balance, any lapses from the previous year, adjustments for legislative changes, and any other transfers to the general revenue fund.
Missouri’s overall tax system is regressive, which means the more income you earn, the less you pay in taxes as a percent of that income.

Missouri’s income tax structure is considered “progressive.” However, the tax tables have not been adjusted since the 1930s. As a result, the highest income tax bracket in Missouri is only $8,000 per year.

The state’s tax structure has many additional regressive features, like the sales tax. Sales taxes are considered regressive because they require a higher contribution as a portion of income from those who earn less.

Many tax changes recently passed by the Missouri legislature will disproportionately flow to the highest income brackets, including tax cuts currently being implemented from Senate Bill 509 (2014), as well as individual and corporate tax changes passed in 2018.

These changes make the state tax structure more regressive because workers with low wages pay a larger share of their income to support the budget than wealthy Missourians.
In 1980, the Constitution of Missouri was amended to limit the amount of revenue raised by the state. This is commonly referred to as the Hancock amendment.

The Hancock Amendment limits the amount of Missourians’ personal income that may be used to fund state government to no greater than the portion used to do so in 1981, when it was 5.6 percent.

Missouri revenue did not reach the Hancock limit until the late 1990s, when economic growth was exceptional. From 1995 to 2000, the state reached the lid every year and was required to refund nearly $1 billion to taxpayers.

Though a significant amount of money as a whole, the average Missouri family received a refund of just $40 over those five years.

Missouri revenue is now approximately $4.5 billion **below** the Hancock lid.
Between 1993 and 2018, Missouri legislators made multiple tax changes that will reduce state revenue by $1.5 billion annually when fully implemented.

While some of these cuts benefitted families, many were targeted to corporations, including a phase out of the corporate franchise tax and changes to the ways corporations can determine what profits are taxed.

Overall, the tax changes significantly diminished Missouri’s ability to invest in the services that help families, communities and the economy thrive.
In fiscal year 2019, total state revenue was $4.5 billion under the Hancock refund threshold.

This is reflected in net general revenue collections, which have declined significantly as a portion of the economy (measured by Missouri personal income) since the Hancock amendment passed.

By nearly every measure, Missouri invests less in critical public services today than it did three decades ago.

Another part of the Constitution requires voters to approve taxes or fees passed by the General Assembly that exceed specific annual limits.

In fiscal year 2021, the legislature had authority to authorize tax changes that would generate up to $111.8 million.
Tax Credits Cost Missouri Over $592 Million Each Year

- Many tax credits serve important policy goals. Some help low-income seniors remain in their homes or help nonprofits like food banks, domestic violence centers, or organizations serving pregnant women and children leverage donations. Others promote affordable housing or economic development.

- The growth of tax credits has significantly reduced state general revenue, costing over $592 million in FY 2019, up from almost $515 million in fiscal year 2015.

- Tax credits have policy benefits that cannot be overlooked, but the value and impact of the credits depend on how each of them are designed.

### Tax Credits Redeemed by Category in FY 2020

<table>
<thead>
<tr>
<th>Category</th>
<th>Cost (in millions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Affordable Housing</td>
<td>$4</td>
</tr>
<tr>
<td>Low-Income Housing</td>
<td>$132</td>
</tr>
<tr>
<td>Historic Preservation</td>
<td>$88</td>
</tr>
<tr>
<td>Property Tax Credits: Low-Income Seniors, People with Disabilities</td>
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<tr>
<td>Social Responsibility</td>
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<tr>
<td>Economic Development</td>
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<tr>
<td>Workforce Development</td>
<td>$6.6</td>
</tr>
<tr>
<td>Energy, Environment, Redevelopment</td>
<td>$14.4</td>
</tr>
</tbody>
</table>
State Expenditures

- The legislature outlines its recommendations for the state budget in 13 different House Bills, which are referred to as the budget bills. Each bill includes the spending recommendations for different state government departments and functions.

- While most other bills are assigned a number in the order they are filed, the 13 operating budget bills are always the first 13 numbered bills and appropriate funds for the following functions:

  HB 1  Board of Fund Commissioners (public debt)
  HB 2  Elementary and Secondary Education
  HB 3  Higher Education & Workforce Development
  HB 4  Revenue and Transportation
  HB 5  Office of Administration & Employee Benefits
  HB 6  Agriculture, Natural Resources, Conservation
  HB 7  Economic Development, Commerce & Insurance, and Labor & Industrial Relations
  HB 8  Public Safety
  HB 9  Corrections
  HB 10 Mental Health, Health & Senior Services
  HB 11 Social Services
  HB 12 Offices of Statewide Elected Officials, Judiciary, & State Public Defender
  HB 13 Statewide Real Estate
State Expenditures

- The budget bills include the support from all funding streams, federal, state earmarked dollars and state general revenue dollars.
- The most flexible of the funding streams is state general revenue because it does not include specific requirements for how it must be spent like the other funding streams do. Because of this, the state general revenue budget is generally what lawmakers spend the most time debating each year.
## The Missouri Budget Process

### Executive Budget
- **Summer through October 1st:** Departments submit budget requests to the Office of Administration for consideration by the Office of Budget & Planning and the Governor.

### House Budget
- **January:** The Chairman of the House Budget Committee introduces the Budget Bills, and they are referred to the House Budget Committee.
- **January & February:** House Appropriations Committees discuss specific department budgets from previous years and give recommendations for the coming year.
- **February & March:** House Appropriations Committees present their recommendations to the full Budget Committee to be accepted, amended or rejected.

### Senate Budget
- **January through March:** The Senate Appropriations Committee considers the various department budgets and considers changes for the next fiscal year.
- **March & April:** The House Budget bills are assigned to the Senate Appropriations Committee for amendments or approval.
- **April:** Senate Appropriations Committee Chair presents the Senate Budget to the entire Senate for amendments or approval.

### Conference Committee
- **April or May:** Select members of the House Budget Committee and the Senate Appropriations Committee meet to reach a compromise on the differences between their budgets.

### Floor Approval
- **April or May:** The House of Representatives & the Senate both vote on the Conference Committee version of the state budget.
- **April:** The legislature must approve the budget by one week prior to the end of the legislative session.

### Governor Approval
- **Before July 1:** The Governor has until July 1 to make line item vetoes, veto, sign or allow budget bills to become law without a signature.

### Veto Override
- **September:** The General Assembly meets for a veto session in September to consider overriding the Governor’s vetoes.