

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 3949H.011  
 Bill No.: HB 1761  
 Subject: Education, Elementary and Secondary; Department of Elementary and Secondary Education; Children and Minors  
 Type: Original  
 Date: January 12, 2024

Bill Summary: This proposal requires every school district to comply with enhanced safety and security standards.

**FISCAL SUMMARY**

<b>ESTIMATED NET EFFECT ON GENERAL REVENUE FUND</b>			
FUND AFFECTED	FY 2025	FY 2026	FY 2027
General Revenue	(\$52,164)	(Unknown, could greatly exceed \$2,760,694)	Could exceed (\$10,961)
<b>Total Estimated Net Effect on General Revenue</b>	<b>(\$52,164)</b>	<b>(Unknown, could greatly exceed \$2,760,694)</b>	<b>Could exceed (\$10,961)</b>

\*The amount of fiscal impact to the state starting in FY 2026 is dependent on appropriation as well as the number of doors and windows that would need replaced and modified in each school district to meet the safety and security compliance within the proposal. Therefore, Oversight assumes the net impact to General Revenue could be more or less than the costs estimated.

<b>ESTIMATED NET EFFECT ON OTHER STATE FUNDS</b>			
FUND AFFECTED	FY 2025	FY 2026	FY 2027
School Safety and Security Matching Grant Fund*	\$0	\$0	\$0
<b>Total Estimated Net Effect on <u>Other</u> State Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

\*Transfer in and Transfer out net to zero.  
 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>
<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 2025</b>	<b>FY 2026</b>	<b>FY 2027</b>
<b>Local Government</b>	<b>\$0</b>	<b>(Unknown, could exceed \$2,750,000)</b>	<b>(Unknown)</b>

## FISCAL ANALYSIS

### ASSUMPTION

Officials from the **Department of Elementary and Secondary Education (DESE)** assume this proposal would create the “School Safety and Security Matching Grant Fund”. DESE assumes this fund would be supported by a transfer from General Revenue the total cost to be dependent on appropriation. DESE is unable to estimate the cost to schools to make the changes outlined as each school district cost would be unique depending on number of doors, windows, buildings, etc. and the current status of the school safety plan.

Officials from **Office of Administration – Information Technology (ITSD)** state it is assumed that every new IT project/system will be bid out because all ITSD resources are at full capacity. Development of this grant program and the related monitoring would require changes/updates to DESE's EPEGS system. The EPEGS application functionality was assumed by ITSD. No additional functionality or reporting is assumed in this estimate. Should additions/enhancements to functionality be made by DESE, those efforts will require new estimates. ITSD estimates the project will cost \$52,164 in FY 2025 with on-going support costs of \$10,694 in FY 2026 and \$10,961 in FY 2027.

**Oversight** will reflect an \$0 (no appropriation) to unknown (funds appropriated) from the General Revenue fund to the new School Safety and Security Matching Grant Fund (§160.672.9). Oversight assumes the funds will be used to reimburse school districts to cover 50% of the project cost to implement safety and security compliance standards for all attendance centers.

In response to a similar proposal, HS for HCS for HB Nos 1108 & 1181 (2023), officials from **DESE** state Section 160.660.1(3) requires that the state board of education shall add to the school facilities and safety criteria provisions the requirement that each school district building have bullet-resistant doors and windows on all first-floor entryways and bullet resistant glass for each exterior window large enough for an intruder to enter through. Section 160.660.2 makes this requirement subject to a specific appropriation to address school safety.

The Bipartisan Safer Communities Act funding of \$15 million could be used for the replacement of doors and windows made with bullet-resistant materials. However, DESE cannot require that schools use the BSCA funding on only doors and windows. There are approximately 2,200 public school buildings in Missouri. It is unknown how many currently have bullet-resistant doors and windows. It is also unknown how many doors and windows would need to be replaced. A search on bullet-resistant products showed widely different costs depending on the material and size selected. DESE is unable to estimate an exact cost. The cost is unknown but DESE estimates that it could exceed \$1 million.

**Oversight** notes the provisions of this bill state beginning in the 2025-26 school year, each school district building to have bullet-resistant security laminate doors on all main front entryways and bullet resistant or riot-resistant security laminate dependent on location for windows that if broken permit entry from the exterior by an intruder to enter through.

**Oversight** notes a bullet-resistant door can range in cost from \$2,500 to more than \$4,000 based on a CNN [article](#) from 2019. Oversight notes there are approximately 2,200 public school buildings in Missouri. Oversight is uncertain how many school buildings currently have bullet-resistant doors. However, if this proposal required installing two doors per building in half of the buildings (2,200 doors), the cost is estimated to be \$5,500,000 (assuming a cost of \$2,500 per door). Oversight notes this estimate does not include the installation of bullet-resistant windows on the ground floor. School districts will be permitted to apply for a grant through the School Safety and Security Matching Grant Fund for fifty percent of the total cost. Therefore, Oversight assumes the cost for this provision could substantially exceed a range of \$2,750,000 (school received matching grant) to \$5,500,000 (school has to cover cost if funds not appropriated).

**Oversight** notes Section 160.672.16 states that beginning on July 1, 2026, all proceeds each school district receives under section 163.043 shall be used only for the purpose of school safety and security purposes required in this section until the provisions of this section are fully implemented for such district. The Classroom Trust Fund had a total of \$348,709,600 in disbursements in FY 2023. The monies distributed to school districts from this fund may be used for the following:

- (1) Teacher recruitment, retention, salaries, or professional development;
- (2) School construction, renovation, or leasing;
- (3) Technology enhancements or textbooks or instructional materials;
- (4) School safety; or
- (5) Supplying additional funding for required programs, both state and federal.

Oversight notes that if school districts are not compliant with provisions of this proposal by FY 2027, in turn, they could potentially have to reallocate funding from the Classroom Trust Fund that would otherwise be used for other purposes.

**Oversight** notes that beginning on July 1, 2028, a school district that is not compliant with all requirements under this section shall be classified as unaccredited by the state board of education and shall be deemed to be an unclassified school district for all purposes under force of law under authority of the state board of education to classify school districts under section 161.092. For the purposes of this fiscal note, Oversight will assume that all school districts will be compliant. Therefore, Oversight will not reflect an impact to school districts due to loss of accreditation.

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.

Officials from the **Department of Public Safety – Director’s Office** and **Office of the State Treasurer** both 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.

Officials from the **Phelps County Sheriff’s Office, Branson Police Department, Kansas City Police Department, St. Louis County Police Department, Fruitland Area Fire Protection District, and Cole Camp Ambulance District** each 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.

<u>FISCAL IMPACT – State Government</u>	FY 2025 (10 Mo.)	FY 2026	FY 2027
<b>GENERAL REVENUE</b>			
<u>Costs</u> - OA-ITSD – EPEGS system changes	(\$52,164)	(\$10,694)	(\$10,961)
<u>Transfer Out</u> – School Safety and Security Matching Grand Fund	\$0	\$0 or (Unknown, could greatly exceed \$2,750,000)	\$0 or (Unknown)
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<b>(\$52,164)</b>	<b>Could greatly exceed (\$2,760,694)</b>	<b>Could exceed (\$10,961)</b>

<u>FISCAL IMPACT – State Government</u>	FY 2025 (10 Mo.)	FY 2026	FY 2027
<b>SCHOOL SAFETY &amp; SECURITY MATCHING GRANT FUND</b>			
<u>Transfer In</u> – from General Revenue	\$0	\$0 or Unknown, could greatly exceed \$2,750,000	\$0 or Unknown
<u>Expenditures</u> – changes to comply with school safety plan	\$0	<u>\$0 or (Unknown, could greatly exceed \$2,750,000)</u>	<u>\$0 or (Unknown)</u>
<b>ESTIMATED NET EFFECT ON SCHOOL SAFETY &amp; SECURITY MATCHING GRANT FUND</b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>

<u>FISCAL IMPACT – Local Government</u>	FY 2025 (10 Mo.)	FY 2026	FY 2027
<b>SCHOOL DISTRICTS</b>			
<u>Transfer In</u> – reimburse 50% of cost for compliance with school safety plan	\$0	\$0 or Unknown could greatly exceed \$2,750,000	\$0 or Unknown
<u>Costs</u> – remaining 50% of balance to comply with school safety plan	\$0	<u>(Unknown, could greatly exceed \$5,500,000)</u>	<u>(Unknown)</u>
<b>ESTIMATED NET EFFECT ON SCHOOL DISTRICTS*</b>	<b><u>\$0</u></b>	<b><u>(Unknown, could greatly exceed \$2,750,000)</u></b>	<b><u>(Unknown)</u></b>

\* School districts will only be reimbursed 50% of total cost through the School Safety and Security Matching Grant Fund. Therefore, estimated net effect results in unknown cost rather than net zero.

FISCAL IMPACT – Small Business

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

### FISCAL DESCRIPTION

This bill outlines safety and security measures for public school buildings and provides definitions for "Bullet-Resistant security laminate" and "Riot-resistant Security Laminate" as a film resistant based on specific standards.

The bill requires that all school districts implement safety and security compliance standards for all attendance centers. Access points must be secured by design, maintained, and appropriately monitored.

Alphanumeric characters must be displayed on exterior doors. Standards for primary entrances, construction of exterior doors and windows, and roof access door are specified. As are standards for all ground-level windows, interior doors with access to gathering spaces, and locking mechanisms. Specified windows and doors must be covered in either bullet proof or riot proof laminate as specified.

School districts are required to conduct weekly inspections of exterior doors, report findings, and maintain certifications of compliance.

These standards must be implemented beginning in the 2025-26 school year. Existing security laminate not compliant with standards must be upgraded by July 1, 2025 and districts must have a contractor procured by this date to be in compliance.

The bill creates a matching grant program to assist school districts in implementing safety and security projects. School districts can apply for matching grants to cover 50% of the project cost beginning in the 2025-26 school year, beginning July 1, 2026 districts may only use Classroom Trust Fund proceeds for school safety provisions until the district is in compliance.

Beginning July 1, 2028, noncompliance shall result in a school district being classified as unaccredited by the State Board of Education. The program and its provisions will automatically sunset six years after the effective date.

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 Elementary and Secondary Education  
Department of Public Safety – Director’s Office  
Office of the Secretary of State  
Office of the State Treasurer  
Phelps County Sheriff’s Office

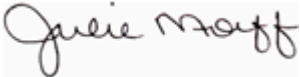
L.R. No. 3949H.011

Bill No. HB 1761

Page 8 of 8

January 12, 2024

Branson Police Department  
Kansas City Police Department  
St. Louis County Police Department  
Cole Camp Ambulance District  
Fruitland Area Fire Protection District



Julie Morff  
Director  
January 12, 2024



Ross Strobe  
Assistant Director  
January 12, 2024