

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 0556H.011  
Bill No.: HB 224  
Subject: Professional Registration and Licensing; Sexual Offenses; Health Care  
Professionals; Social Workers; Victims of Crime; Crimes and Punishment  
Type: Original  
Date: February 4, 2025

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Bill Summary: This proposal modifies provisions relating to human trafficking.

**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>	<b>Fully Implemented (FY 2035)</b>
General Revenue	Could exceed (\$135,885)	Could exceed (\$201,324)	Could exceed (\$259,578)	Could exceed (\$459,334)
<b>Total Estimated Net Effect on General Revenue</b>	<b>Could exceed (\$135,885)</b>	<b>Could exceed (\$201,324)</b>	<b>Could exceed (\$259,578)</b>	<b>Could exceed (\$459,334)</b>

<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>Fully Implemented (FY 2035)</b>
Anti-Trafficking Fund*	\$0	\$0	\$0	\$0
Pretrial Witness Protection**	(Unknown)	(Unknown)	(Unknown)	(Unknown)
Human Trafficking and Sexual Exploitation Fund*	\$0	\$0	\$0	\$0
<b>Total Estimated Net Effect on <u>Other State Funds</u></b>	<b>(Unknown)</b>	<b>(Unknown)</b>	<b>(Unknown)</b>	<b>(Unknown)</b>

\*Revenue and disbursements net to zero.

\*\*Reimbursements to law enforcement agencies and/or prosecuting or circuit attorney's offices is assumed to be less than \$250,000 annually based on past disbursements.

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>Fully Implemented (FY 2035)</b>
<b>Total Estimated Net Effect on <u>All Federal Funds</u></b>	<b>\$0</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>Fully Implemented (FY 2035)</b>
General Revenue - AGO	1 FTE	1 FTE	1 FTE	1 FTE
Anti-Trafficking Fund - AGO	1 FTE	1 FTE	1 FTE	1 FTE
<b>Total Estimated Net Effect on FTE</b>	<b>2 FTE</b>	<b>2 FTE</b>	<b>2 FTE</b>	<b>2 FTE</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>Fully Implemented (FY 2035)</b>
<b>Local Government*</b>	<b>Unknown</b>	<b>Unknown</b>	<b>Unknown</b>	<b>Unknown</b>

\*Potential fine revenue and reimbursements to law enforcement agencies and/or prosecuting or circuit attorney's offices is assumed to be less than \$250,000 annually based on past disbursements.

## FISCAL ANALYSIS

### ASSUMPTION

#### §27.170 – Committee on Sex and Human Trafficking Training

**Oversight** notes the provisions of this section, which become effective January 1, 2026, and expire December 31, 2030, establish the Committee on Sex and Human Trafficking Training. On an annual basis, the committee will establish guidelines for the training, which is to be produced and distributed in a digital platform, required under sections 56.265, 190.142, 211.326, 337.618, and 590.050. The legislation provides that agencies may provide the training, and funding for the training is subject to appropriation.

Oversight will reflect the possibility that the General Assembly could appropriate moneys to this training from the General Revenue Fund and assumes a \$0 to unknown cost to produce and develop the training in a digital platform.

#### §190.142 – Ambulance services and emergency personnel

Officials from the **Department of Health and Senior Services (DHSS)** state section 190.142.2(5) of the proposed legislation requires emergency medical technicians (EMTs), including paramedics, to receive four hours of sex and human trafficking training as part of the continuing education requirements for re-licensure with the DHSS every five years. The Division of Regulation and Licensure's Bureau (DRL) of Emergency Medical Services will have the ability to verify the sex and human trafficking continuing education requirement during the EMT and paramedic re-licensure process.

DHSS assumes they can absorb the costs of this section with current resources. However, if the workload significantly increased or other legislation was enacted, additional resources would be requested through the appropriation process.

#### §210.1505 – Statewide Council Against Adult Trafficking and the Commercial Sexual Exploitation of Children

Officials from the **Attorney General's Office (AGO)** assume this proposal will increase caseloads. The AGO requests one (1) AAG IV to manage the additional cases and one (1) Paralegal to fulfill duties of this legislation.

**Oversight** does not have any information contrary to that provided by AGO. Therefore, Oversight will reflect AGO's impact for fiscal note purposes.

Officials from the **Missouri Senate (SEN)** anticipate a negative fiscal impact to reimburse two senators for travel to Statewide Council Against Adult Trafficking and the Commercial Sexual Exploitation of Children Council meetings.

The SEN assumes meetings will be held in Jefferson City during the interim. The average of the total round trip miles for current sitting senators is 256 miles and the current mileage rate, as set by the Office of Administration is \$0.655 cents per mile. Therefore, the SEN estimates a total cost for senator mileage of approximately \$335. The SEN assumes no fiscal responsibility for the other committee members.

**Oversight** does not have any information to the contrary. Oversight assumes the SEN can absorb the minimal fiscal impact for this proposal within existing funding levels and will reflect no fiscal impact for this agency. If multiple bills pass which require additional staffing and duties at substantial costs, SEN could request funding through the appropriation process.

Officials from the **Missouri House of Representatives (MHR)** state the House will absorb any reasonable expenses for their member serving on the council.

**Oversight** notes the provisions of this section establish the Anti-Trafficking Fund, which consists of moneys appropriated by the General Assembly as well as any gifts, donations, grants, and bequests. Moneys in the fund shall be used solely to pay for the position of the executive director of the statewide council, education and awareness regarding human trafficking, and anti-trafficking efforts through the state.

**Oversight** will reflect the possibility that the General Assembly could appropriate moneys to this new fund from the General Revenue Fund. For fiscal note purposes, Oversight assumes services provided under this proposal will equal income/appropriations and net to zero.

#### §337.618 – Social workers

Officials from the **Department of Corrections (DOC)** state section 337.618 requires licensed social workers to complete two hours of sex and human trafficking training in order to renew their license. This would have a minimal impact on the department, which can be absorbed.

#### §491.641 – Pretrial witness protection programs

Officials from the **Department of Public Safety – Office of the Director (DPS)** state while this funding could increase the spending out of the fund, DPS believes that spending the funding for this function is needed and appropriate. DPS assumes that approximately \$50,000 - \$75,000 in reimbursements will be requested by law enforcement, county prosecutors, and the circuit attorney for FY 2026; between \$75,000 and \$100,000 for FY 2027; and between \$100,000 and \$125,000 for FY 2028.

In response to similar legislation from 2024 (SCS HCS HB Nos. 1706 & 1539), **Oversight** contacted DPS officials to determine how DPS came up with the estimates provided above. Officials said this was a best guess as they have no way to calculate how much might be

requested by law enforcement, county prosecutors and the circuit attorney in witness protection costs. Therefore, Oversight will assume an unknown impact to the Pretrial Witness Protection Fund (0868). Based on previous disbursements, Oversight assumes disbursements will be less than \$250,000 annually. Oversight also assumes DPS can absorb the IT cost to update the system within current funding levels.

**Oversight** notes the Pretrial Witness Protection Fund was enacted by HB 66 during the 2020 Special session and became effective September 21, 2020. One million dollars was transferred into the fund and on June 30, 2021, the fund balance was \$1,000,497. During FY 2022, another \$1 million was transferred into the fund, as well as interest income, but only slightly over \$14,400 was disbursed from the fund. The ending fund balance was just under \$2 million. During FY 2023, distributions were approximately \$39,300 and the year-end fund balance was \$2,012,135. The fund balance as of December 31, 2024, was \$2,052,225.

Officials from the **Department of Public Safety - Missouri Highway Patrol** defer to the **DPS** for response relating to the fiscal impact of this proposal on their organization; however, the MHP anticipates no additional fiscal impact.

#### §556.039 – Prosecutions involving a person 19 years of age or older

**DOC** states this section stipulates prosecutions under sections 566.203 to 566.211 involving a person nineteen years of age or older shall be commenced no later than twenty years after the commission of the offense. The department anticipates this section will have no impact.

#### §566.151 – Criminal offenses involving a child

**DOC** states this section changes the age of the victim from any person who is less than fifteen to seventeen years of age. From FY 2022 to FY 2024, the department totaled 59 new prison admissions and 3 new probation cases for sentences of enticement of a child. The increase in the minimum age under which a person can be considered to be enticed as a child could create additional instances in which a person could be charged with a crime under this section. However, there is no available data to determine the number of 16 and 17 year olds to whom this could have potentially applied. Therefore, the impact is an unknown cost.

#### §566.207 – Prostitution

**DOC** states this section creates the offense of patronizing a victim of sexual servitude. The offense is considered a class B felony if the victim is eighteen years of age or older, and a class A felony if the victim is under eighteen years of age.

As these are new crimes, there is little direct data on which to base an estimate, and as such, the department estimates an impact comparable to the creation of a new class B felony and a new class A felony.

Given the seriousness of class B felony offenses and that the introduction of a completely new class B felony offense is a rare event, the department assumes the admission of one person per year to prison following the passage of the legislative proposal.

Offenders committed to prison with a class B felony as their most serious sentence, have an average sentence length of 9.0 years and serve, on average, 3.4 years in prison prior to first release. The department assumes one third of the remaining sentence length will be served in prison as a parole return, and the rest of the sentence will be served on supervision in the community.

The impact on the department is estimated to be 5 additional offenders in prison and 1 additional offender on field supervision by FY 2031.

**Change in prison admissions and probation openings with legislation-Class B Felony**

	FY2026	FY2027	FY2028	FY2029	FY2030	FY2031	FY2032	FY2033	FY2034	FY2035
<b>New Admissions</b>										
Current Law	0	0	0	0	0	0	0	0	0	0
After Legislation	1	1	1	1	1	1	1	1	1	1
<b>Probation</b>										
Current Law	0	0	0	0	0	0	0	0	0	0
After Legislation	0	0	0	0	0	0	0	0	0	0
<b>Change (After Legislation - Current Law)</b>										
Admissions	1	1	1	1	1	1	1	1	1	1
Probations										
<b>Cumulative Populations</b>										
Prison	1	2	3	4	5	5	5	5	5	5
Parole						1	2	3	4	4
Probation										
<b>Impact</b>										
Prison Population	1	2	3	4	5	5	5	5	5	5
Field Population						1	2	3	4	4
<b>Population Change</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>9</b>

Given the seriousness of class A felony offenses and that the introduction of a completely new class A felony offense is a rare event, the department assumes the admission of one person per year to prison following the passage of the legislative proposal.

The sentence lengths associated with these offenses pushes the estimate of total cumulative impact on the department beyond the 10-year time frame of this fiscal note. However, the estimated impact by FY 2035 is 10 additional offenders in prison.

Change in prison admissions and probation openings with legislation

	FY2026	FY2027	FY2028	FY2029	FY2030	FY2031	FY2032	FY2033	FY2034	FY2035
<b>New Admissions</b>										
Current Law	0	0	0	0	0	0	0	0	0	0
After Legislation	1	1	1	1	1	1	1	1	1	1
<b>Probation</b>										
Current Law	0	0	0	0	0	0	0	0	0	0
After Legislation	0	0	0	0	0	0	0	0	0	0
<b>Change (After Legislation - Current Law)</b>										
Admissions	1	1	1	1	1	1	1	1	1	1
Probations										
<b>Cumulative Populations</b>										
Prison	1	2	3	4	5	6	7	8	9	10
Parole										
Probation										
<b>Impact</b>										
Prison Population	1	2	3	4	5	6	7	8	9	10
Field Population										
<b>Population Change</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>

Officials from the **Missouri Office of Prosecution Services (MOPS)** assume the proposal will have no measurable fiscal impact on MOPS. The enactment of a new crime [566.207] creates additional responsibilities for county prosecutors and the circuit attorney which may, in turn, result in additional costs, which are difficult to determine.

**Oversight** notes that violations of section §566.207 could result in fines or penalties. Oversight also notes per Article IX Section 7 of the Missouri Constitution fines and penalties collected by counties are distributed to school districts. Fines vary widely from year to year and are distributed to the school district where the violation occurred. Oversight will reflect a positive fiscal impact of \$0 to Unknown to local school districts. For simplicity, Oversight will not reflect the possibility that fine revenue paid to school districts may act as a subtraction in the foundation formula.

§567.030 – Patronizing prostitution

**DOC** states this section changes the age of the victim from less than eighteen years of age but older than fourteen to older than fifteen years of age. The bill changes the existing class B misdemeanor to a class E felony if the individual the person patronizes is eighteen years of age or older, it changes the existing class E felony to a class D felony if the individual the person patronizes is older than fifteen but younger than eighteen years of age, and it changes the class D felony to a class B felony if the individual who the person patronizes is fifteen years of age or younger.

There were seven guilty pleas to class B misdemeanors under section 567.030 in FY 2024. For each new sex and child abuse class E felony, the department estimates three could be sentenced to prison and three to probation. This estimate will assume out of the seven guilty pleas, three will be sentenced to prison and four to probation. The average sentence for a sex or child abuse related class E felony offense is 3.5 years, of which 2.9 years will be served in prison with 2.6



years to first release. The remaining 0.6 years will be on parole. Probation sentences will be 5 years.

The cumulative impact on the department is estimated to be 9 additional offenders in prison and 12 additional offenders on field supervision by FY 2028.

**Change in prison admissions and probation openings with legislation**

	FY2026	FY2027	FY2028	FY2029	FY2030	FY2031	FY2032	FY2033	FY2034	FY2035
<b>New Admissions</b>										
Current Law	0	0	0	0	0	0	0	0	0	0
After Legislation	3	3	3	3	3	3	3	3	3	3
<b>Probation</b>										
Current Law	0	0	0	0	0	0	0	0	0	0
After Legislation	4	4	4	4	4	4	4	4	4	4
<b>Change (After Legislation - Current Law)</b>										
Admissions	3	3	3	3	3	3	3	3	3	3
Probations	4	4	4	4	4	4	4	4	4	4
<b>Cumulative Populations</b>										
Prison	3	6	9	9	9	9	9	9	9	9
Parole	0	0	0	2	2	2	2	2	2	2
Probation	4	8	12	16	20	20	20	20	20	20
<b>Impact</b>										
Prison Population	3	6	9	9	9	9	9	9	9	9
Field Population	4	8	12	18	22	22	22	22	22	22
<b>Population Change</b>	<b>7</b>	<b>14</b>	<b>21</b>	<b>27</b>	<b>31</b>	<b>31</b>	<b>31</b>	<b>31</b>	<b>31</b>	<b>31</b>

There was an average of one new court commitment to prison and no new probation cases under section 567.030 from FY 2022 to FY 2024 with the felony E offense class (three class E commitments to prison and eight class E probation cases). These offenses would be changed from class E felonies to class D felonies. The average sentence length for a class E felony sex and child abuse offense is 3.5 years, with 2.6 years spent in prison. Changing this to a class D felony would extend the sentence length to 6.6 years, with 5.3 years spent in prison.

The estimated impact on the department would be an additional 3 offenders in prison by FY 2031.

**Change in prison admissions and probation openings with legislation**

	FY2026	FY2027	FY2028	FY2029	FY2030	FY2031	FY2032	FY2033	FY2034	FY2035
<b>New Admissions</b>										
Current Law	1	1	1	1	1	1	1	1	1	1
After Legislation	1	1	1	1	1	1	1	1	1	1
<b>Probation</b>										
Current Law	3	3	3	3	3	3	3	3	3	3
After Legislation	3	3	3	3	3	3	3	3	3	3
<b>Change (After Legislation - Current Law)</b>										
Admissions										
Probations										
<b>Cumulative Populations</b>										
Prison				1	2	3	3	3	3	3
Parole				-1	-1					
Probation										
<b>Impact</b>										
Prison Population				1	2	3	3	3	3	3
Field Population				-1	-1					
<b>Population Change</b>				<b>1</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>

There were three new court commitments to prison and one new probation case under section 567.030 from FY 2021 through FY 2024 that were class D felonies. Given there have been years in which there were no new court commitments and/or probation cases under this section, the DOC will use the averages of one new court commitment and one new probation cases annually over this three-year period to estimate the impact. The average sentence length for a class D felony sex and child abuse offense is 6.6 years, with 5.3 years spent in prison. Changing this to a class B felony would extend the sentence length to 9.0 years, with 7.3 years spent in prison.

The estimated cumulative impact on the department would be an additional 2 offenders in prison and one less offender on field supervision by FY 2032.

**Change in prison admissions and probation openings with legislation**

	FY2026	FY2027	FY2028	FY2029	FY2030	FY2031	FY2032	FY2033	FY2034	FY2035
<b>New Admissions</b>										
Current Law	1	1	1	1	1	1	1	1	1	1
After Legislation	1	1	1	1	1	1	1	1	1	1
<b>Probation</b>										
Current Law	0	0	0	0	0	0	0	0	0	0
After Legislation	0	0	0	0	0	0	0	0	0	0
<b>Change (After Legislation - Current Law)</b>										
Admissions										
Probations										
<b>Cumulative Populations</b>										
Prison						1	2	2	2	2
Parole						-1	-1	-1		
Probation										
<b>Impact</b>										
Prison Population						1	2	2	2	2
Field Population						-1	-1	-1		
<b>Population Change</b>								<b>1</b>	<b>2</b>	<b>2</b>

Combined Cumulative Estimated Impact

The combined cumulative estimated impact on the department is 29 additional offenders in prison and 26 additional offenders on field supervision by FY2035.

**Change in prison admissions and probation openings with legislation**

	FY2026	FY2027	FY2028	FY2029	FY2030	FY2031	FY2032	FY2033	FY2034	FY2035
<b>New Admissions</b>										
Current Law	2	2	2	2	2	2	2	2	2	2
After Legislation	7	7	7	7	7	7	7	7	7	7
<b>Probation</b>										
Current Law	3	3	3	3	3	3	3	3	3	3
After Legislation	7	7	7	7	7	7	7	7	7	7
<b>Change (After Legislation - Current Law)</b>										
Admissions	5	5	5	5	5	5	5	5	5	5
Probations	4	4	4	4	4	4	4	4	4	4
<b>Cumulative Populations</b>										
Prison	5	10	15	18	21	24	26	27	28	29
Parole	0	0	0	1	1	2	3	4	6	6
Probation	4	8	12	16	20	20	20	20	20	20
<b>Impact</b>										
Prison Population	5	10	15	18	21	24	26	27	28	29
Field Population	4	8	12	17	21	22	23	24	26	26
<b>Population Change</b>	<b>9</b>	<b>18</b>	<b>27</b>	<b>36</b>	<b>43</b>	<b>46</b>	<b>48</b>	<b>51</b>	<b>54</b>	<b>55</b>

	# to prison	Cost per year	Total Costs for prison	Change in probation & parole officers	Total cost for probation and parole # to probation & parole	Grand Total - Prison and Probation (includes 2% inflation)	
Year 1	5	(\$10,485)	(\$43,687)	0	\$0	4	(\$43,687)
Year 2	10	(\$10,485)	(\$106,947)	0	\$0	8	(\$106,947)
Year 3	15	(\$10,485)	(\$163,629)	0	\$0	12	(\$163,629)
Year 4	18	(\$10,485)	(\$200,282)	0	\$0	17	(\$200,282)
Year 5	21	(\$10,485)	(\$238,335)	0	\$0	21	(\$238,335)
Year 6	24	(\$10,485)	(\$277,831)	0	\$0	22	(\$277,831)
Year 7	26	(\$10,485)	(\$307,003)	0	\$0	23	(\$307,003)
Year 8	27	(\$10,485)	(\$325,187)	0	\$0	24	(\$325,187)
Year 9	28	(\$10,485)	(\$343,975)	0	\$0	26	(\$343,975)
Year 10	29	(\$10,485)	(\$363,385)	0	\$0	26	(\$363,385)

If this impact statement has changed from statements submitted in previous years, it could be due to an increase/decrease in the number of offenders, a change in the cost per day for institutional offenders, and/or an increase in staff salaries.

If the projected impact of legislation is less than 1,500 offenders added to or subtracted from the department's institutional caseload, the marginal cost of incarceration will be utilized. This cost of incarceration is \$28.73 per day or an annual cost of \$10,485 per offender and includes such

costs as medical, food, and operational E&E. However, if the projected impact of legislation is 1,500 or more offenders added or removed to the department's institutional caseload, the full cost of incarceration will be used, which includes fixed costs. This cost is \$100.25 per day or an annual cost of \$36,591 per offender and includes personal services, all institutional E&E, medical and mental health, fringe, and miscellaneous expenses. None of these costs include construction to increase institutional capacity.

DOC's cost of probation or parole is determined by the number of P&P Officer II positions that are needed to cover its caseload. The DOC average district caseload across the state is 51 offender cases per officer. An increase/decrease of 51 cases would result in a cost/cost avoidance equal to the salary, fringe, and equipment and expenses of one P&P Officer II. Increases/decreases smaller than 51 offender cases are assumed to be absorbable.

In instances where the proposed legislation would only affect a specific caseload, such as sex offenders, the DOC will use the average caseload figure for that specific type of offender to calculate cost increases/decreases.

**Oversight** notes, from information provided by the State Courts Administrator, the following number of felony convictions under §566.151 and §567.030:

	<u>FY 2020</u>	<u>FY 2021</u>	<u>FY 2022</u>	<u>FY 2023</u>	<u>FY 2024</u>
§566.151 felonies	19	25	22	24	24
§567.030 felonies	0	3	3	10	2

**Oversight** does not have any information contrary to that provided by DOC. Therefore, Oversight will reflect DOC's impact for fiscal note purposes.

#### §589.700 – Human trafficking offenses

**DOC** states section 589.700 establishes a judgment of restitution payable to the human trafficking and sexual exploitation fund for violations of section 566.203, 566.206, 566.209, 566.210, 566.211, or 566.215. As this fine is manually entered into the Offender Finance System, it is unknown the additional staff time which will be required to enter the fines, as there is no way to know how many people found guilty of these offenses would be sentenced and incarcerated to the department. Therefore, the impact to this legislation is an unknown cost.

**Oversight** assumes the DOC has sufficient staff and resources to handle any increase in workload required under the provisions of this section and will reflect no fiscal impact for fiscal note purposes.

**Oversight** notes the provisions of this bill state in addition to any fine imposed for a violation of section 566.203, 566.206, 566.209, 566.210, 566.211, or 566.215, the court shall enter a judgment of restitution payable to the Human Trafficking and Sexual Exploitation Fund

established under section 589.700, upon a plea of guilty or a finding of guilt for a violation of this section in the following amounts:

- \$10,000 per each identified victim of the offense(s) identified above; and
- \$2,500 for each county in which such offense(s) occurred.

Upon receipt of the moneys from the fund, a county shall allocate the disbursement as follows:

- \$10,000 per each identified victim of the offense(s) that occurred in the county toward local rehabilitation services such as mental health and substance abuse counseling; parenting skills, housing relief, vocational training, and employment counseling; and
- \$2,500 toward local efforts to prevent human trafficking such as education programs and increasing the number of local law enforcement members charged with enforcing human trafficking laws.

Oversight notes OSCA reported the following number of guilty convictions in 2020 – 2024:

	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2023</u>	<u>2024</u>
§566.203	0	0	0	0	0
§566.206	0	0	0	0	0
§566.209	0	0	0	1	2
§566.210	0	0	1	0	0
§566.211	1	1	2	3	9
§566.215	0	0	0	0	0

**Oversight** has no way to determine the number of victims associated with each guilty conviction listed above; therefore, Oversight will assume an (unknown) impact to the new Human Trafficking and Sexual Exploitation Fund. For fiscal note purposes, Oversight assumes services provided by the counties will equal income and net to zero.

#### §590.050 – Continuing education requirements

**DPS** states there will be a small IT cost to update their system.

**Oversight** assumes DPS is provided with core funding to handle a certain amount of activity each year. Oversight assumes DPS could absorb the costs related to this proposal.

#### Responses regarding the proposed legislation as a whole

In response to similar legislation from 2024 (HCS HB Nos. 1706 & 1539), officials from the **Office of State Courts Administrator (OSCA)** stated there may be some impact but there is no way to quantify that currently. Any significant changes will be reflected in future budget requests.

**Oversight** notes OSCA assumes this proposal may have some impact on their organization although it can't be quantified at this time. As OSCA is unable to provide additional information regarding the potential impact, Oversight assumes the proposed legislation will have a \$0 to (Unknown) cost to the General Revenue Fund. For fiscal note purposes, Oversight also assumes the impact will be under \$250,000 annually. If this assumption is incorrect, this would alter the fiscal impact as presented in this fiscal note. If additional information is received, Oversight will review it to determine if an updated fiscal note should be prepared and seek approval to publish a new fiscal note.

Officials from the **St. Louis County Police Department** state the proposed legislation would have a fiscal impact. If passed, the Department would be required to update policy and conduct training to inform officers of the changes in law. Policy creation and updating would require 8 hours of policy research and 4 hours of policy authoring. The average hourly wage of the policy development position is \$46.69. The total cost of policy development is \$560.28. The training development would require 8 hours at the same hourly wage of \$46.69. The total cost of training development is \$373.52.

All 820 commissioned officers would be required to attend the two-hour training. The average rate of a police officer is \$53.03. The total cost of attending training is \$86,969. This cost does not include covering shifts for officers at the training, which will likely result in required overtime.

**Oversight** notes the fiscal impact for the St. Louis County Police Department. Oversight assumes some annual training of officers is conducted regardless of this bill, and this change could be incorporated into that training. Additionally, because this training is provided on a digital platform and since the language is permissive, Oversight assumes the St. Louis County Police Department will be able to absorb the costs associated with this proposal.

Officials from the **Department of Commerce and Insurance**, the **Department of Elementary and Secondary Education**, the **Department of Mental Health**, the **Department of Natural Resources**, the **Department of Public Safety – Capitol Police**, the **Department of Revenue**, the **Department of Social Services**, the **Missouri Department of Conservation**, the **Missouri Department of Transportation**, the **Office of Administration**, the **Office of the Governor**, the **Office of the State Public Defender**, the **Office of the State Treasurer**, the **City of Kansas City**, the **Phelps County Sheriff's Department**, the **Branson Police Department**, and the **Kansas City Police Department** 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 these agencies.

**Oversight** only reflects the responses received from state agencies and political subdivisions; however, other counties, circuit clerks, county prosecutors, nursing homes, local law enforcement, ambulance/EMS, 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	Fully Implemented (FY 2035)
<b>GENERAL REVENUE</b>				
<u>Cost - (\$27.170) To produce and develop training in a digital platform p. 4</u>	\$0 to (Unknown)	\$0 to (Unknown)	\$0 to (Unknown)	\$0
<u>Cost – AGO (\$210.1505) p. 4</u>				Could exceed...
Personal Service	(\$45,833)	(\$56,100)	(\$57,222)	(\$57,222)
Fringe Benefits	(\$31,530)	(\$38,277)	(\$38,727)	(\$38,727)
Exp. & Equip.	(\$14,835)	\$0	\$0	\$0
<u>Total Cost - AGO</u>	<u>(\$92,198)</u>	<u>(\$94,377)</u>	<u>(\$95,949)</u>	<u>(\$95,949)</u>
FTE Change - AGO	1 FTE	1 FTE	1 FTE	1 FTE
<u>Cost – DOC  (§§566.151, 566.207, 567.030) Increased incarceration costs p. 6-12</u>	Could exceed (\$43,687)	Could exceed (\$106,947)	Could exceed (\$163,629)	Could exceed (\$363,385)
<u>Transfer Out – p. 5 (\$210.1505) To the Anti-Trafficking Fund</u>	\$0 to (Unknown)	\$0 to (Unknown)	\$0 to (Unknown)	\$0 to (Unknown)
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<b><u>Could exceed (\$135,885)</u></b>	<b><u>Could exceed (\$201,324)</u></b>	<b><u>Could exceed (\$259,578)</u></b>	<b><u>Could exceed (\$459,334)</u></b>
Estimated Net FTE Change on General Revenue	1 FTE	1 FTE	1 FTE	1 FTE

<u>FISCAL IMPACT – State Government</u>	FY 2026 (10 Mo.)	FY 2027	FY 2028	Fully Implemented (FY 2035)
<b>ANTI-TRAFFICKING FUND</b>				
<u>Income – p. 5</u> (\$210.1505) Gifts, grants, donations	\$0 to Unknown	\$0 to Unknown	\$0 to Unknown	\$0 to Unknown
<u>Transfer In – p. 5</u> (\$210.1505) From General Revenue	\$0 to Unknown	\$0 to Unknown	\$0 to Unknown	\$0 to Unknown
<u>Cost – AGO p. 5</u> (\$210.1505) Training and anti-trafficking efforts	(Unknown)	(Unknown)	(Unknown)	(Unknown)
<u>Cost – AGO p. 4</u> (\$210.1505) Executive Director position p.				Could exceed...
Personal Service	(\$77,500)	(\$94,860)	(\$96,757)	(\$96,757)
Fringe Benefits	(\$44,222)	(\$53,812)	(\$54,572)	(\$54,572)
Exp. & Equip.	(\$14,835)	\$0	\$0	\$0
<u>Total Cost - AGO</u>	<u>(\$136,557)</u>	<u>(\$148,672)</u>	<u>(\$151,329)</u>	<u>(\$151,329)</u>
FTE Change - AGO	1 FTE	1 FTE	1 FTE	1 FTE
<b>ESTIMATED NET EFFECT ON THE ANTI-TRAFFICKING FUND</b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>
Estimated Net FTE Change on the Anti-Trafficking Fund	1 FTE	1 FTE	1 FTE	1 FTE



<u>FISCAL IMPACT – State Government</u>	FY 2026 (10 Mo.)	FY 2027	FY 2028	Fully Implemented (FY 2035)
<b>PRETRIAL WITNESS PROTECTION FUND (0868)</b>				
<u>Cost – DPS p. 5-6 (\$491.641) – Reimbursement of pretrial witness protection costs</u>	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>
<b>ESTIMATED NET EFFECT ON THE PRETRIAL WITNESS PROTECTION FUND</b>	<b><u>(Unknown)</u></b>	<b><u>(Unknown)</u></b>	<b><u>(Unknown)</u></b>	<b><u>(Unknown)</u></b>
<b>HUMAN TRAFFICKING AND SEXUAL EXPLOITATION FUND</b>				
<u>Revenue – (\$589.700) Restitution revenue p. 12-13</u>	Unknown	Unknown	Unknown	Unknown
<u>Transfer Out – To Counties p. 12-13</u>	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>
<b>ESTIMATED NET EFFECT ON THE HUMAN TRAFFICKING AND SEXUAL EXPLOITATION FUND</b>	<b><u>\$0</u></b>	<b><u>\$0</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	Fully Implemented (FY 2035)
<b>LOCAL POLITICAL SUBDIVISIONS</b>				
<u>Income</u> – County Prosecutors/Law Enforcement (\$491.641) – Reimbursement of pretrial witness protection costs p. 5-6	Unknown	Unknown	Unknown	Unknown
<u>Revenue</u> – School districts (\$566.207) Potential fine revenue p. 8	\$0 to Unknown	\$0 to Unknown	\$0 to Unknown	\$0 to Unknown
<u>Transfer In</u> – Counties p. 12-13 (\$589.700) From Human Trafficking and Sexual Exploitation Fund	Unknown	Unknown	Unknown	Unknown
<u>Cost</u> - (\$589.700) Local rehab services, education programs, etc. p. 12-13	(Unknown)	(Unknown)	(Unknown)	(Unknown)
<b>ESTIMATED NET EFFECT TO LOCAL POLITICAL SUBDIVISIONS</b>	<b>Unknown</b>	<b>Unknown</b>	<b>Unknown</b>	<b>Unknown</b>

FISCAL IMPACT – Small Business

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

## FISCAL DESCRIPTION

### PROTECTION OF VULNERABLE PERSONS

This bill establishes the "Committee on Sex and Human Trafficking Training", which will be composed of eight members, including, among others, a representative of the Attorney General's Office, a representative of the Department of Public Safety, and a juvenile officer. The committee must annually evaluate and establish guidelines for required sex and human trafficking training. The committee will dissolve on December 31, 2030.

The bill also establishes the "Statewide Council Against Adult Trafficking and Commercial Sexual Exploitation of Children" to replace the "Statewide Council on Sex Trafficking and Sexual Exploitation of Children", which expired on December 31, 2023. The new council must be created within 30 days of August 28, 2025, is required to meet at least quarterly, and is within the Office of the Attorney General. The Attorney General or his or her designee will be the chair of the council. The members of the council are specified and include two members of the Senate appointed by the President Pro Tem rather than one being appointed by the Minority Floor Leader of the Senate, and the two members of the House of Representatives appointed by the Speaker rather than one being appointed by the Minority Floor Leader of the House of Representatives.

The bill creates the "Anti-Trafficking Fund". Money in the Fund will be used solely to pay for the position of the executive director of the statewide council, education and awareness regarding human trafficking, and anti-trafficking efforts throughout the State.

The Department of Health and Senior Services will require each EMT, including each paramedic, to receive four hours of sex and human trafficking training as part of continuing education requirements for relicensure every five years. Each county prosecuting attorney and juvenile officer must complete one hour of sex and human trafficking training annually, social workers will be required to complete two hours of sex and human trafficking training for license renewal, and each peace officer will be required to receive two hours of sex and human trafficking training within the law enforcement continuing education one-year reporting period.

Currently, under certain circumstances, a statement made by a child under the age of 14 or by a vulnerable person, or the visual and aural recording of a verbal or nonverbal statement of such child or vulnerable person, is admissible into evidence in criminal proceedings as substantive evidence to prove the truth of the matter asserted. This bill increases the age to a child under the age of 18 and it amends the definition of "vulnerable person" to include a person whose developmental level does not exceed that of an ordinary child of 17 years of age.

Currently, any law enforcement agency may provide for the security of witnesses and others in criminal proceedings or investigations. This bill allows any prosecuting attorney's office to provide such security as well. The Department of Public Safety may authorize funds to be disbursed to prosecuting attorneys' offices for such offices to be able to provide security.

The bill creates a 20-year statute of limitation for prosecution of certain sex and labor trafficking offenses, described in the bill.

Currently, a person 21 years old or older commits the offense of enticement of a child if he or she satisfies the elements of the offense, and the child is under 15 years old. This bill increases the age of the child to under 17 years old.

The bill creates the offense of patronizing a victim of sexual servitude, which a person commits if he or she knowingly gives, agrees to give, or offers to give anything of value so that an individual may engage in a commercial sex act with another individual and the person knows that the other individual is a victim of sexual servitude. If the victim of the offense is 18 years of age or older, the offense is a felony punishable by imprisonment for a term of three to 20 years and a fine of up to \$250,000. If the victim of the offense is under 18 years old, the offense is a felony punishable by life imprisonment without eligibility for probation or parole until the offender has served at least 25 years of the sentence.

The bill also specifies that a person who pleaded guilty to or was found guilty of certain sexual offenses, specified in the bill, will be required to pay \$10,000 in restitution per identified victim and \$2,500 for each county in which the offense or offenses occurred, payable to the State to be deposited into the "Human Trafficking and Sexual Exploitation Fund", which is created in this bill. Upon receipt of money from the Fund, a county must allocate disbursement of the funds according to the requirements in the bill.

Currently, a person who was convicted of the offense of prostitution who was under the age of 18 at the time of the offense can apply to the appropriate court to have his or her record expunged. This bill repeals the requirement that the person be under the age of 18 at the time of the offense.

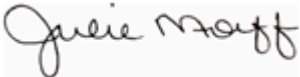
This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

#### SOURCES OF INFORMATION

Attorney General's Office  
Department of Commerce and Insurance  
Department of Corrections  
Department of Elementary and Secondary Education  
Department of Health and Senior Services  
Department of Mental Health  
Department of Natural Resources  
Department of Public Safety  
Department of Revenue  
Department of Social Services

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Missouri Department of Conservation  
Missouri Department of Transportation  
Missouri House of Representatives  
Missouri Office of Prosecution Services  
Missouri Senate  
Office of Administration  
Office of the Governor  
Office of the State Courts Administrator  
Office of the State Public Defender  
Office of the State Treasurer  
City of Kansas City  
Phelps County Sheriff's Department  
Branson Police Department  
Kansas City Police Department  
St. Louis County Police Department



Julie Morff  
Director  
February 4, 2025



Jessica Harris  
Assistant Director  
February 4, 2025