

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 2258H.01I  
Bill No.: HB 1045  
Subject: Crimes and Punishment; Criminal Procedure; Drugs and Controlled Substances  
Type: Original  
Date: March 30, 2025

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Bill Summary: This proposal modifies the offense of murder in the first degree.

**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	Less than (\$8,737)	Less than (\$21,389)	Less than (\$32,726)	Less than (\$125,305)
<b>Total Estimated Net Effect on General Revenue</b>	<b>Less than (\$8,737)</b>	<b>Less than (\$21,389)</b>	<b>Less than (\$32,726)</b>	<b>Less than (\$125,305)</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>
<b>Total Estimated Net Effect on <u>Other</u> State Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

Numbers within parentheses: () indicate costs or losses.

<b>ESTIMATED NET EFFECT ON FEDERAL FUNDS</b>				
FUND AFFECTED	FY 2026	FY 2027	FY 2028	Fully Implemented (FY 2035)
<b>Total Estimated Net Effect on <u>All</u> Federal Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

<b>ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)</b>				
FUND AFFECTED	FY 2026	FY 2027	FY 2028	Fully Implemented (FY 2035)
<b>Total Estimated Net Effect on FTE</b>	<b>0</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>				
FUND AFFECTED	FY 2026	FY 2027	FY 2028	Fully Implemented (FY 2035)
<b>Local Government*</b>	<b>(Unknown)</b>	<b>(Unknown)</b>	<b>(Unknown)</b>	<b>(Unknown)</b>

\*Cost for death penalty cases for county prosecutors and/or the circuit attorney.

## FISCAL ANALYSIS

### ASSUMPTION

#### §565.020 – Murder in the first degree

Officials from the **Department of Corrections (DOC)** state this proposal modifies the offense of murder in the first degree. Section 565.020 expands the offense of murder 1st degree to include knowingly delivering or distributing fentanyl or carfentanil, and death results. The penalty is a class A felony.

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 A felony.

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.

Offenders committed to prison with a class A felony have an average sentence length of 17.1 years and serve, on average, 12.3 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 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>

	# to prison	Cost per year	Total Costs for <b>prison</b>	Change in probation & parole officers	Total cost for <b>probation and parole</b>	# to probation & parole	Grand Total - Prison and Probation (includes 2% inflation)
Year 1	1	(\$10,485)	(\$8,737)	0	\$0	0	(\$8,737)
Year 2	2	(\$10,485)	(\$21,389)	0	\$0	0	(\$21,389)
Year 3	3	(\$10,485)	(\$32,726)	0	\$0	0	(\$32,726)
Year 4	4	(\$10,485)	(\$44,507)	0	\$0	0	(\$44,507)
Year 5	5	(\$10,485)	(\$56,746)	0	\$0	0	(\$56,746)
Year 6	6	(\$10,485)	(\$69,458)	0	\$0	0	(\$69,458)
Year 7	7	(\$10,485)	(\$82,655)	0	\$0	0	(\$82,655)
Year 8	8	(\$10,485)	(\$96,352)	0	\$0	0	(\$96,352)
Year 9	9	(\$10,485)	(\$110,564)	0	\$0	0	(\$110,564)
Year 10	10	(\$10,485)	(\$125,305)	0	\$0	0	(\$125,305)

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** assumes other provisions in statutes are relatively similar and could already be charged; therefore, Oversight will reflect the fiscal impact as "less than" DOC's estimated impact for fiscal note purposes.

Officials from the **Office of the State Public Defender (SPD)** state per the National Public Defense Workload Study, the new charge contemplated by this change to Section 565.020, creating a class A felony which could result in life imprisonment, would take approximately ninety-nine hours of SPD work for reasonably effective representation. If one hundred cases were filed under this section in a fiscal year, representation would result in a need for an additional four to five attorneys. Because the number of cases that will be filed under this statute is unknown, the exact additional number of attorneys necessary is unknown. Each case would also result in unknown increased costs in the need for core staff, travel, and litigation expenses.

**Oversight** assumes this proposal will not create the number of new cases required to request additional FTE for the SPD and that the SPD can absorb the additional caseload required by this proposal with current staff and resources. Therefore, Oversight will reflect no fiscal impact to the SPD for fiscal note purposes. However, if multiple bills pass which require additional staffing and duties, the SPD may request funding through the appropriation process.

Officials from the **Office of Attorney General (AGO)** assume any potential litigation costs arising from this proposal can be absorbed with existing resources. However, the AGO may seek additional appropriations if the proposal results in a significant increase in litigation or investigation.

**Oversight** does not have any information to the contrary. Therefore, Oversight assumes the AGO will be able to perform any additional duties required by this proposal with current staff and resources and will reflect no fiscal impact to the AGO for fiscal note purposes.

Officials from the **Missouri Office of Prosecution Services (MOPS)** assume the proposal will have no measurable fiscal impact on MOPS. The addition of the possible penalty of death for the offense of knowingly delivering or distributing fentanyl or carfentanil, or any derivative or combination thereof, and death results from the use of such substances will have a negative fiscal impact on county prosecutors and the circuit attorney although the cost is difficult to determine. The increased costs will arise from the very nature of the complexity of death penalty cases, including need for expert witnesses.

Officials from the **Department of Public Safety - Missouri Highway Patrol** and the **Office of the State Courts Administrator** 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.

<u>FISCAL IMPACT</u> <u>– State</u> <u>Government</u>	FY 2026 (10 Mo.)	FY 2027	FY 2028	Fully Implemented (FY 2035)
<b>GENERAL REVENUE</b>				
<u>Cost – DOC</u> (\$565.020) Increased incarceration costs	<u>Less than</u> <u>(\$8,737)</u>	<u>Less than</u> <u>(\$21,389)</u>	<u>Less than</u> <u>(\$32,726)</u>	<u>Less than</u> <u>(\$125,305)</u>
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<b><u>Less than</u></b> <b><u>(\$8,737)</u></b>	<b><u>Less than</u></b> <b><u>(\$21,389)</u></b>	<b><u>Less than</u></b> <b><u>(\$32,726)</u></b>	<b><u>Less than</u></b> <b><u>(\$125,305)</u></b>

<u>FISCAL IMPACT</u> <u>– Local</u> <u>Government</u>	FY 2026 (10 Mo.)	FY 2027	FY 2028	Fully Implemented (FY 2035)
<b>LOCAL POLITICAL SUBDIVISIONS</b>				
<u>Cost – County</u> prosecutors and circuit attorney (\$565.020) Death penalty cases	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>
<b>ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS</b>	<b><u>(Unknown)</u></b>	<b><u>(Unknown)</u></b>	<b><u>(Unknown)</u></b>	<b><u>(Unknown)</u></b>

FISCAL IMPACT – Small Business

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

FISCAL DESCRIPTION

OFFENSE OF MURDER IN THE FIRST DEGREE (Section 565.020)

This bill adds knowingly delivering or distributing fentanyl or carfentanil, or any derivative or combination thereof, when death results from the use of the substance, to the offense of murder in the first degree.

This offense shall be a class A felony, and if the person is over the age of 18, the punishment shall be either death or imprisonment for life without eligibility for probation or parole.

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 Corrections

Department of Public Safety - Missouri Highway Patrol

Missouri Office of Prosecution Services

Office of the State Courts Administrator

Office of the State Public Defender



Julie Morff  
Director  
March 30, 2025



Jessica Harris  
Assistant Director  
March 30, 2025