

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 4920H.03C
 Bill No.: HCS for HB 2292
 Subject: Animals; Department of Health and Senior Services; Children's Division
 Type: Original
 Date: March 4, 2026

Bill Summary: This proposal modifies provisions relating to abuse and neglect reporting, including a requirement to report companion animal abuse.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND

FUND AFFECTED	FY 2027	FY 2028	FY 2029
General Revenue	(\$31,323 to \$131,840)	(\$38,339 to \$138,972)	(\$39,106 to \$139,752)
Total Estimated Net Effect on General Revenue	(\$31,323 to \$131,840)	(\$38,339 to \$138,972)	(\$39,106 to \$139,752)

ESTIMATED NET EFFECT ON OTHER STATE FUNDS

FUND AFFECTED	FY 2027	FY 2028	FY 2029
Total Estimated Net Effect on <u>Other</u> 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
Total Estimated Net Effect on FTE	0	0	0

- 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 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)

FISCAL ANALYSIS

ASSUMPTION

Officials from the **Missouri Office of Prosecution Services** did not respond to **Oversight's** request for fiscal impact for this proposal.

§§192.2405, 192.2510, 210.115, 210.191, 273.410 and 273.415 – Abuse and Neglect Reporting, Including Reporting Animal Abuse

Officials from the **Department of Public Safety-Missouri Veterans Commission (MVC)** state every MVC Homes employee would require 60 minutes of training on animal abuse/neglect. There are approximately 1,574 FTEs in the Homes Program. The average hourly salary for Homes FTEs is \$23.88. The fiscal impact for training all Homes employees for one hour is \$37,587.12. This does not take into consideration hourly and intermittent employees who are also mandatory reporters.

Oversight notes MVC has provided a range of impact based on 1,574 to 1,600 employees.

Oversight does not have information to the contrary and therefore, Oversight will reflect the estimates as provided by the DPS/MVC.

Officials from the **Department of Elementary and Secondary Education (DESE)** state §273.415 requires those that are mandated reporters that fail to make a report as required by this section shall be subject to discipline by his or her respective licensing board. This process would require hearings with a potential cost up to \$100,000. These costs which will be dependent on the number of hearing appeals the State Board receives, which include but are not limited to:

- Hearing officer time for hearing and drafting recommendations for the State Board.
- Administrative assistant time to schedule hearings, provide notice to parties and any settlement negotiations.
- Court reporter costs.

For cost explanation purposes, the average cost for a teacher discipline hearing is \$566.55/hearing:

- Average of 3 hours of hearing officer time * average of \$58.08/hour
- Average of 7 hours administrative assistant time * \$31.08/hour
- Average of \$174.75 in court reporter costs/hearing.

Oversight does not have any information to the contrary. Therefore, Oversight will reflect a range of impact of \$0 (no hearings) to Less than \$100,000 in costs (hearings by the State Board) as estimated by DESE in the fiscal note.

Officials from the **Office of Administration - Budget and Planning (B&P)** state to the extent that this proposal creates new professional disciplinary fines for failure to report animal abuse and introduces penalties for false reporting, Total State Revenue and 18e may increase by an unknown amount.

In response to similar legislation, SB 995 (2024), **Oversight** contacted the **Department of Commerce and Insurance**, since it appears the fines imposed would be administrative fines rather than criminal fines. DCI stated their position regarding administrative fines is that the intent of the fine is the same as the intent of criminal fines. Any fines collected by professional licensing boards would be distributed to schools.

Oversight notes that violations of section §273.410 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. Fine varies 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.

Officials from the **Department of Health and Senior Services (DHSS)** state sections 192.2510 and 273.415 of the proposed legislation require all persons providing protective services to eligible adults to complete at least one and a half hours of training on how to identify companion animal neglect, how to make a report of companion animal abuse or neglect, and the relationship between adult abuse and neglect and companion animal abuse and neglect within the first sixty days of employment. Further, this section also requires the Department of Health and Senior Services (DHSS), in consultation with animal welfare associations, to develop or adapt available training materials.

DHSS, Division of Senior and Disability Services (DSDS), Section for Adult Protective Services (APS) has 257 team members that would require this training. Furthermore, APS hires approximately 44 Social Service Specialists each year that would be required to take the training described above. APS estimates it would take one training staff 40 hours to develop or modify existing training materials in collaboration with DSS. Additionally, APS estimates that this would equate to an additional 12 hours per year to facilitate such training for our staff on an ongoing basis.

It is assumed that the Department can absorb the costs of this bill with current resources. However, if the workload significantly increased or other legislation was enacted, additional resources would be requested through the appropriation process.

Oversight assumes DHSS is provided with core funding to handle a certain amount of activity each year. Oversight assumes DHSS could absorb the costs related to this proposal. If multiple bills pass which require additional staffing and duties at substantial costs, DHSS could request

funding through the appropriation process. Officials from the DHSS assume the proposal will have no fiscal impact on their organization.

Officials from the **Department of Mental Health (DMH)** state this proposal adds or modifies sections 192.2405, 192.2510, 210.115, 210.191, 273.410, and 273.415 with various requirements about abuse and neglect reporting and animal abuse.

Section 192.2510.1 is added stating all persons providing protective services to eligible adults, defined in section 192.400, shall be required to complete at least one hour of training within the first sixty days of employment that can be completed during regular working hours. Subsection 2 states DHSS in consultation with animal welfare associations, shall develop or adapt and use available training materials for the required training under this section.

Section 210.191 is added stating all children's division employees and their contractors who have direct contact with children through the state's child protection and welfare system shall be required to complete at least one hour of animal abuse training within the first sixty days of employment.

Section 273.410.1 is added stating if there is reasonable cause to suspect that an animal may be subjected to abuse, the person shall immediately make a report to the hotline. Subsection 4 states a person required to report animal abuse shall be immune from civil or criminal liability. Subsection 6 states if any state agency determines a mandated reporter employee has failed to make a report, the agency shall include a finding of facts and the notice shall be retained in a separate file maintained by the agency and considered a closed record under chapter 610. Subsection 7 is added stating any required person who is subject to professional licensure, and who fails to make a report, shall be subject to discipline by their licensing board.

It is unclear to what extent the Department of Mental Health (DMH) team members would be included within this mandate as persons "who have direct contact with such adults". It is possible that all direct care workers, plus additional administrative team members would need this training. Adding an additional hourly training will increase overall training costs for DMH team members. It would also need to be determined how the training will be tracked and if any extra procedures need to be developed to allow for reporting.

DMH cannot calculate a fiscal impact on the Department at this stage; therefore, the fiscal impact is unknown.

Oversight does not have any information to the contrary. Oversight assumes the DMH has sufficient staff and resources to absorb the additional duties required by this proposal as it relates to the one hour of additional training personnel would be required to receive. However, if the DMH would require additional resources to meet the requirements of this proposal, Oversight assumes they could request those resources through the appropriations process. Oversight will reflect no fiscal impact for this agency for purposes of this fiscal note.

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

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 **St. Louis County Police Department** estimated the proposed bill will require an hour of training for all commissioned officers. The average pay for Police Officers including fringe benefits is \$53.03 an hour. The Department currently has approximately 820 officers. The total cost for an hour and a half of training is \$65,226.90.

Officials from the **Branson Police Department** assume the proposal will have no fiscal impact on their organization.

However, in response to a previous version, HB 2292 (2026), officials from the **Branson Police Department** assumed there would be a minimal impact to this agency, as the Department employs one animal control officer. Since this officer works well with their police officers, they already have a relationship to report concerns to the police. The cost would be to have the animal control officer attend or complete the training and any travel to the training location. Again, this will have minimal impact and is a small price to pay to ensure that any suspected child abuse or neglect is reported.

In response to a previous version, HB 2292 (2026), officials from the **Perryville Police Department** indicated a fiscal impact, but do not specify the type or amount.

Oversight notes the fiscal impact for the St. Louis County and Branson police departments. Oversight is unable to project a statewide cost; therefore Oversight will reflect a potential \$0 or (Unknown) cost to local police and sheriffs' departments from this proposal to update policies and conduct training.

Officials from the **High Point R-III School District** indicate a fiscal impact, but do not specify the type or amount.

Oversight does not have any information to the contrary. However, Oversight assumes school districts have sufficient ability to provide one hour of training to staff within current funding levels and will present no fiscal impact to this agency for fiscal note purposes.

In response to a previous version, HB 2292 (2026), officials from the **Eastern Clay Ambulance District** indicated a fiscal impact, but do not specify the type or amount.

Oversight does not have any information to the contrary. However, Oversight assumes ambulance districts have sufficient ability to provide one hour of training to staff within current funding levels and will present no fiscal impact to this agency for fiscal note purposes.

Officials from the **Northwest Missouri State University** state the fiscal impact would include mandatory abuse and neglect reporting training for wellness services.

However, in response to a previous version, HB 2292 (2026), officials from the **Northwest Missouri State University** assumed the proposal would have no fiscal impact on their organization. **Oversight** notes the one and one-half hour of training within the first sixty days of employment provision is the same in this version as in the previous version.

Officials from the **University of Missouri System** expect that compliance with the proposed legislation could increase costs in excess of \$500,000 with a recurring cost in excess of \$50,000 per year, depending on how the mandated 90-minute training is implemented.

Oversight assumes colleges and universities are provided with core funding to handle a certain amount of activity each year. Oversight further assumes that a full-time trainer will not be required to provide one and one-half hour of training within the first sixty days of employment. Oversight assumes cities and counties could absorb the costs related to this proposal.

Officials from the **City of Kansas City** state the proposed legislation will have a negative fiscal impact because the City will have to hire a trainer and have employees spend time on training.

However, in response to a previous version, HB 2292 (2026), officials from the **City of Kansas City** assumed the proposal would have no fiscal impact on their organization. **Oversight** notes the one and one-half hour of training within the first sixty days of employment provision is the same in this version as in the previous version.

Oversight assumes cities and counties are provided with core funding to handle a certain amount of activity each year. Oversight further assumes that a full-time trainer will not be required to provide one and one-half hour of training within the first sixty days of employment. Oversight assumes cities and counties could absorb the costs related to this proposal.

Officials from the **Office of Administration - Administrative Hearing Commission, Department of Commerce and Insurance, Department of Corrections, Department of Economic Development, Department of Higher Education and Workforce Development, Department of Labor and Industrial Relations, Department of Natural Resources, Department of Revenue, Department of Public Safety (Alcohol and Tobacco Control, Capitol Police, Division of Fire Safety, Office of the Director, Missouri Gaming Commission, Missouri Highway Patrol and State Emergency Management Agency), Department of Social Services, Missouri Department of Agriculture, Missouri Department of Conservation, Missouri Department of Transportation, Missouri National Guard, Office of Administration, Office of the State Public Defender, Office of the State Treasurer, St.**

Louis County Board of Elections, Platte County Board of Elections, St. Louis City Board of Elections, Newton County Health Department, Phelps County Sheriff's Department, Kansas City Police Department, University of Central Missouri, Office of the Governor, Office of the Lieutenant Governor, Legislative Research, Oversight Division, Missouri Lottery, Office of the State Auditor, Missouri House of Representatives, Joint Committee on Public Employee Retirement, Missouri Senate, Missouri Consolidated Health Care Plan, Missouri State Employee's Retirement System, Office of the State Courts Administrator and State Tax Commission 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.

In response to a previous version, HB 2292 (2026), officials from the **MoDOT & Patrol Employees' Retirement System, Kansas City Election Board, and Platte County Board of Elections** each assumed the proposal would 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.

In response to similar legislation, HB 1298 (2025), officials from the **Joint Committee On Education, City of O'Fallon, City of Osceola, Jackson County Election Board, and East Buchanan County C-1 School District** each assumed the proposal would 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.

Oversight only reflects the responses that we have received from state agencies and political subdivisions; however, other cities, various county officials, local public health agencies, nursing homes, public administrators, sheriffs' and police departments, ambulance and EMS organizations, schools, hospitals and colleges and universities were requested to respond to this proposed legislation but did not. Upon the receipt of additional responses, Oversight will review to determine if an updated fiscal note should be prepared and seek the necessary approval to publish a new fiscal note. A general listing of political subdivisions included in our database is available upon request.

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>Cost – DPS-MVC (\$192.2510) Additional employee training p.3</u>	(\$31,323 to \$31,840)	(\$38,339 to \$38,972)	(\$39,106 to \$39,752)
<u>Cost – DESE (\$273.410) Hearings held by the State Board p.3</u>	\$0 to Less than (\$100,000)	\$0 to Less than (\$100,000)	\$0 to Less than (\$100,000)
ESTIMATED NET EFFECT ON GENERAL REVENUE	(\$31,323 to \$131,840)	(\$38,339 to \$138,972)	(\$39,106 to \$139,752)

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
LOCAL POLITICAL SUBDIVISIONS			
<u>Revenue Gain – School Districts (\$273.410) Fines p.4</u>	\$0 to Unknown	\$0 to Unknown	\$0 to Unknown
<u>Cost – Local Law Enforcement Agencies (\$273.415) Additional training p.6</u>	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)

FISCAL IMPACT – Small Business

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

FISCAL DESCRIPTION

This bill requires animal control officers and animal humane investigators to be mandated reporters in cases of abuse and neglect of children, the elderly, and other vulnerable persons.

The bill requires animal control officers and animal humane investigators to receive 1.5 hours of training within the first 60 days of employment to recognize the signs of abuse or neglect in children, the elderly, and vulnerable persons, while certain professionals who offer support or advocacy services for children in foster care, Children's Division personnel, and protective services employees with direct contact with children, the elderly, and vulnerable persons will be required to receive 1.5 hours of training within the first 60 days of employment to recognize the signs of abuse or neglect in animals.

This bill creates a mandated reporting requirement for certain mental health, educational, protective services, and law enforcement personnel to report cases of animal abuse or neglect to a hotline established by the Missouri Animal Control Association (MACA). MACA must provide the report of abuse or neglect to any duly-authorized law enforcement official and, if appropriate, a county or municipal animal control officer or an animal cruelty investigator. If the mandated reporter is an employee of an agency or political subdivision of the State and fails to make a report as required under this provision, the employer must send a written notice to the employee noting the failure and provide a reminder of the requirements of reporting animal abuse or neglect. Additionally, a mandated reporter who fails to make a report will be subject to discipline by his or her professional licensing board, as well as a fine, as described in the bill.

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
Office of Administration
Administrative Hearing Commission
Budget and Planning
Department of Commerce and Insurance
Department of Corrections
Department of Economic Development
Department of Elementary and Secondary Education
Department of Higher Education and Workforce Development
Department of Health and Senior Services
Department of Mental Health
Department of Natural Resources
Department of Labor and Industrial Relations
Department of Revenue
Department of Public Safety –

Alcohol and Tobacco Control
Capitol Police
Division of Fire Safety
Office of the Director
Missouri Gaming Commission
Missouri Highway Patrol
Missouri Veterans Commission
State Emergency Management Agency
Department of Social Services
Joint Committee on Administrative Rules
Joint Committee On Education
Missouri Department of Agriculture
Missouri Department of Conservation
Missouri Department of Transportation
MoDOT & Patrol Employees' Retirement System
Missouri National Guard
Office of the Secretary of State
Office of the State Courts Administrator
Office of the State Public Defender
Office of the State Treasurer
City of Kansas City
City of O'Fallon
City of Osceola
Jackson County Election Board
Kansas City Election Board
Platte County Election Authority
St. Louis City Board of Elections
St. Louis County Election Authority
Newton County Health Department
Phelps County Sheriff's Department
Branson Police Department
Kansas City Police Department
Perryville Police Department
St. Louis County Police Department
East Buchanan County C-1 School District
High Point R-III School District
Northwest Missouri State University
University of Central Missouri
University of Missouri System
Office of the Governor
Office of the Lieutenant Governor
Office of the State Auditor
Missouri House of Representatives
Joint Committee on Administrative Rules

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Joint Committee on Public Employee Retirement
Legislative Research
Oversight Division
Missouri Senate
Missouri Lottery
Missouri Consolidated Health Care Plan
Missouri State Employee's Retirement System
State Tax Commission



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