

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 5011S.09T
 Bill No.: Truly Agreed To and Finally Passed SS for SCS for HCS for HB Nos. 2273, 1946, 1814 & 2551
 Subject: Crimes and Punishment; Department of Public Safety; Sexual Offenses
 Type: Original
 Date: April 22, 2026

Bill Summary: This proposal modifies and establishes provisions relating to the protection of children and vulnerable persons.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND

FUND AFFECTED	FY 2027	FY 2028	FY 2029	Fully Implemented (FY 2034)
General Revenue*	(Could exceed \$440,457)	(Could exceed \$873,110)	(Could exceed \$1,225,967)	(Could exceed \$1,584,941)
Total Estimated Net Effect on General Revenue	(Could exceed \$440,457)	(Could exceed \$873,110)	(Could exceed \$1,225,967)	(Could exceed \$1,584,941)

*DOC notes that current capacity will be met by July 2029 (FY 2030) or potentially much sooner. Therefore, Oversight has made the decision to reflect the marginal cost of incarceration up to an unknown cost if DOC needs to add staff and/or rehabilitate, expand or construct additional capacity. DOC estimates the offender population would increase by 82 by year five under this legislation.

ESTIMATED NET EFFECT ON OTHER STATE FUNDS

FUND AFFECTED	FY 2027	FY 2028	FY 2029	Fully Implemented (FY 2034)
Commercial Sexual Exploitation of Children Education and Awareness Fund*	\$0	\$0	\$0	\$0
Crime Victims' Compensation Fund (1681)	Less than \$250,000	Less than \$250,000	Less than \$250,000	Less than \$250,000
Missouri Crime Victims Fund*	\$0	\$0	\$0	\$0
Total Estimated Net Effect on Other State Funds	Less than \$250,000	Less than \$250,000	Less than \$250,000	Less than \$250,000

*Revenue and expenses net to zero.

Numbers within parentheses: () indicate costs or losses.

ESTIMATED NET EFFECT ON FEDERAL FUNDS

FUND AFFECTED	FY 2027	FY 2028	FY 2029	Fully Implemented (FY 2034)
Total Estimated Net Effect on All Federal Funds	\$0	\$0	\$0	\$0

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)

FUND AFFECTED	FY 2027	FY 2028	FY 2029	Fully Implemented (FY 2034)
General Revenue	0 FTE	1 FTE	2 FTE	3 FTE
Commercial Sexual Exploitation of Children Education and Awareness Fund	2 FTE	2 FTE	2 FTE	2 FTE
Total Estimated Net Effect on FTE	2 FTE	3 FTE	4 FTE	5 FTE

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	Fully Implemented (FY 2034)
Local Government*	\$0	\$0	\$0	\$0

*Transfer In less distributions net to zero.

FISCAL ANALYSIS

ASSUMPTION

§190.142 – Ambulance Services and Emergency Personnel

Officials from the **Department of Health and Senior Services (DHSS)** state §190.142.2(5)(a) of the proposed legislation requires emergency medical technicians (EMTs), advanced emergency medical technicians (AEMTs), and paramedics, to complete a one-time four-hour course of training on sex and human trafficking as a condition of re-licensure with the Department of Health and Senior Services (DHSS).

Section 190.142.2(5)(b) of the proposed legislation states “The training may be conducted online, shall be consistent with the guidelines established in section 210.1505, and shall be available at no cost to the personnel identified in this section and all ambulance services and fire departments. The training may be counted toward elective topics as determined by the department, provided that the content is approved by the department as established by regulation.”

Section 190.142.2(5)(c) of the proposed legislation establishes an effective date for the training requirement, as well as requires the Department of Health and Senior Services to promulgate any rules necessary to implement and document compliance with the requirement.

Section 190.142.2(5)(d) of the proposed legislation establishes December 31, 2032, as the provision’s expiration date.

The Division of Regulation and Licensure’s Bureau of Emergency Medical Services is responsible for the licensure of EMTs, AEMTs, and paramedics. The proposed legislation would require minor modifications to personnel licensure renewal processing to ensure compliance with §190.142 and would also require revision to the corresponding regulation. The Bureau may experience minor additional work in terms of complaint investigations. Any additional work required for the licensure renewal process or complaints received as a result of the proposed legislation would be conducted within the normal ebb and flow of work scope.

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.

§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 personnel costs. The AGO requests one (1) AAG to manage the additional cases and one (1) Paralegal to support the additional attorney.

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

Oversight notes the provisions of this section create the Commercial Sexual Exploitation of Children Education and Awareness Fund, which consists of moneys appropriated by the General Assembly and any gifts, donations, grants, and bequests. Moneys in the fund shall be used to pay for the position of the executive director and administrative support for the statewide council, education and awareness regarding human trafficking, and anti-trafficking efforts throughout 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.

Oversight notes the provisions of this section, which become effective January 1, 2027, and expire December 31, 2031, 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 for this training from the General Revenue Fund and assumes a \$0 or unknown cost to produce and develop the training in a digital platform.

§566.151 – Evie and Sophie's Law

Officials from the **Department of Corrections (DOC)** state this proposal creates and modifies provisions regarding sexual offenses.

Section 566.151 expands the applicable parties (no longer does the perpetrator have to be at least 21 but must be 4 years older than the victim) under this section and adds that any grooming or enticement that results in the minor engaging in sexual activities allows for a minimum authorized term of imprisonment of ten years. This change in definition has an unknown impact, due to lack of data on those perpetrators under 21 who have committed similar acts. Also added is any person who commits this act with a minor engaging in the described sexual activities are not eligible for parole, probation, conditional release, SIS or SES for 10 calendar years and any sentence served must be consecutive to any other crimes committed as a result of the offense committed under this section. Given that grooming or enticement where sexual conduct occurs with the victim has consequences outside of the 10-year window, the DOC does not estimate impact in the first 10 fiscal years for this addition. Last year, there were 20 commitments to prison under section 566.151.

§566.211 – Sexual Trafficking of a Child, Second Degree

Officials from the **DOC** state section 566.211 creates the offense of sexual trafficking of a child in the second degree by a parent, legal guardian, or other person having custody or control of a child. The associated penalty is life imprisonment. This involves a small population and specialized circumstances. Therefore, it is expected to have no significant impact on the department.

§567.030 – Patronizing Prostitution

Officials from the **DOC** state section 567.030 enhances 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.

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 E felony and a new class D felony.

There were four guilty pleas to class B misdemeanors under section 567.030 in FY 2025.

For each new nonviolent class E felony, the department estimates one person could be sentenced to prison and two to probation. The average sentence for a nonviolent class E felony offense is 3.4 years, with 1.4 years to first release. The remaining 1.3 years will be on parole. Probation sentences will be 3 years.

The cumulative impact on the department is estimated to be 2 additional offenders in prison and 10 additional offenders on field supervision by FY 2029.

There were two new court commitments to prison and seven new probation cases under section 567.030 from FY 2023 through FY 2025 that were class E felonies. Given there have been years in which there were no new court commitments and/or probation cases under this section, DOC will use the averages of one new court commitment and two new probation cases annually over this three-year period to estimate the impact.

The average sentence for a nonviolent class E felony offense is 3.4 years, of which 2.1 years could be served in prison. Changing this to a nonviolent class D felony offense would extend the sentence length to 5 years, with 2.8 years spent in prison.

The estimated cumulative impact on the department would be an additional one offender in prison and one additional offender on field supervision by FY 2031.

§573.110 – Nonconsensual Dissemination of Private Sexual Images

Officials from the **DOC** state this legislation modifies the class D felony offense of nonconsensual dissemination of private sexual images by removing the stipulation that the image is of a person who is at least 18 years old. It adds a class C felony offense of nonconsensual dissemination of private sexual images when the image was of a minor or of a vulnerable person.

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 C felony.

For each new class C felony, the department estimates four people could be sentenced to prison and six to probation. The average sentence for a class C felony offense is 6.9 years, with 2.1 years until first release. The remaining 3.2 years could be on parole. Probation sentences could be 3 years.

The cumulative impact on the department is estimated to be 15 additional offenders in prison and 19 additional offenders on field supervision by FY 2030.

§573.112 – Threatening the Nonconsensual Dissemination of Private Sexual Images

Officials from the **DOC** state this legislation modifies the offense of threatening the nonconsensual dissemination of private sexual images by removing the stipulation that the image is of a person who is at least 18 years old. It enhances the penalty from a class E felony offense to class D felony offense when it is a second offense and creates a class C felony offense when it is the third and subsequent offense. If the image was of a minor or vulnerable person, it is a class B felony offense. If the threat is the proximate cause of serious physical injury or death of a person, it is a class B felony offense.

For each new nonviolent class D felony, the department estimates three people could be sentenced to prison and five to probation. The average sentence for a nonviolent class D felony offense is 5 years, with 1.7 years until first release. The remaining 2.2 years will be on parole. Probation sentences will be 3 years.

The cumulative impact on the department is estimated to be 8 additional offenders in prison and 16 additional offenders on field supervision by FY 2029.

For each new class C felony, the department estimates four people could be sentenced to prison and six to probation. The average sentence for a class C felony offense is 6.9 years, with 2.1 years until first release. The remaining 3.2 years could be on parole. Probation sentences could be 3 years.

The cumulative impact on the department is estimated to be 15 additional offenders in prison and 19 additional offenders on field supervision by FY 2030.

Image of a minor or vulnerable person

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 could be served in prison as a parole return, and the rest of the sentence could be served on supervision in the community.

The cumulative impact on the department is estimated to be 5 additional offenders in prison and 0 additional offenders on field supervision by FY 2031.

Threat is cause of serious physical injury or death

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 could be served in prison as a parole return, and the rest of the sentence could be served on supervision in the community.

The cumulative impact on the department is estimated to be 5 additional offenders in prison and 0 additional offenders on field supervision by FY 2031.

§573.570 – Disclosure of Intimate Digital Depiction

Officials from the **DOC** state section 573.570 creates the offense of distributing intimate digital images with the intent to cause or reckless disregard for financial, reputational, or emotional harm and the offense of threatening to do so. The penalties for these offenses would become more severe under the following circumstances:

- The release of the material could reasonably be expected to lead to violence
- Release or threat of release of material could be reasonably expected to disrupt government business
- The convicted is a repeat offender

Distributing an intimate digital image is a class D nonviolent felony. The cumulative impact of this change would be 8 additional offenders in prison and 16 additional offenders on field supervision by FY 2029.

It becomes a class C felony if:

- The offender has been previously convicted of this offense
- Distribution of the image could be reasonably believed to facilitate violence
- Distribution could disrupt the operations of domestic government or foreign policy

The cumulative impact of this change would be 15 additional offenders in prison and 19 additional offenders on field supervision by FY 2030.

Threatening to distribute an intimate digital image is a class E nonviolent felony. The cumulative impact of this change would be 2 additional offenders in prison and 7 additional offenders in the field population by FY 2029.

§573.575 – Sadistic Online Exploitation

Officials from the **DOC** state section 573.575 creates the offense of sadistic online exploitation (using information technology to coerce victim into self-harm, sexual exploitation, or financial gain).

Sadistic online exploitation is a class E violent felony. The combined cumulative impact of this change would be 6 additional offenders in prison and 3 additional offenders on field supervision by FY 2029.

Officials from the **Office of the State Public Defender (SPD)** state per the National Public Defense Workload Study, the new charges contemplated by sections 573.570 and 573.575 would each take approximately thirty-five hours of SPD work for reasonably effective representation. If one hundred cases were filed under these sections in a fiscal year, representation would result in a need for an additional one to two attorneys. Because the number of cases that will be filed 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.

§590.050 – Continuing Education Requirements

Officials from the **Department of Public Safety - Office of the Director (DPS)** state §590.050 will have a fiscal impact. The Peace Officer Standards and Training (POST) Commission will need ITSD assistance to update the database. This cost is estimated at \$10,000 annually.

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

§595.045 – Crime Victims’ Compensation Fund

Officials from the **DPS** assume an unknown impact to the Crime Victims’ Compensation Fund. DPS notes from information provided by the Office of the State Courts Administrator (OSCA), the following number of charges filed under §§573.110 and 573.112:

	<u>FY 2025</u>	<u>FY 2024</u>	<u>FY 2023</u>	<u>FY 2022</u>	<u>FY 2021</u>
§573.110	119	91	88	77	82
§573.112	17	22	17	10	16

Oversight notes from information provided by the OSCA, the following number of felony charges with guilty dispositions from 2021 through 2025:

	<u>FY 2025</u>	<u>FY 2024</u>	<u>FY 2023</u>	<u>FY 2022</u>	<u>FY 2021</u>
§573.110	16	15	27	17	13
§573.112	6	5	4	3	0

The average number of cases over this five-year period is 21. The provisions of this section state that offenders shall pay at least \$500 and not more than \$5,000 upon a plea of guilty or a find of guilt for the offenses under §§573.110 and 573.112. Because the number of guilty dispositions can vary from year to year, Oversight will reflect an impact to the Crime Victims’ Compensation Fund of Less than \$250,000 (21 x \$5,000) annually, for fiscal note purposes.

Officials from the **Office of the State Courts Administrator (OSCA)** state §595.045 increases the Crime Victims Compensation fee from \$46 to a range of \$500 - \$5,000, potentially resulting in additional judgments ranging from \$53,572 to \$584,572. Estimated collections are 35% to 60% over the course of three years.

§650.120 – Internet Cyber Crime Law Enforcement Task Force

Officials from the **DPS** assume no fiscal impact for this section of the proposal.

Oversight notes the provisions of this section remove the sunset requirement for the Cyber Crime Investigation Fund. In 2023, Oversight completed a sunset review of this program. In that review, it was noted that the DPS does not use §650.120, nor look to this statute (since 2014) for authorizing the General Revenue funded program they currently have. DPS does, however, administer a similar program that is authorized under House Bill (HB) 8 as of the 2015 Legislative Session. Based on DPS’s appropriation bills from FY2015 through FY2022, the average appropriation authority for HB 8 is \$1,813,276 and the average expenditure is \$1,721,417.

§660.845 – Missouri Crime Victims Fund

Oversight notes the provisions of this proposal establish the Missouri Crime Victims Fund which shall consist of moneys appropriated by the General Assembly as well as any gifts, contributions, grants, or other donations. Moneys in the fund shall be disbursed by DSS to entitlement jurisdictions, eligible entities, or local government entities for victim assistance grants. Oversight assumes an unknown income to the Missouri Crime Victims Fund from gifts, grants, or donations. For fiscal note purposes, Oversight assumes services provided under this proposal will equal income/appropriations and net to zero.

Officials from the **DOC** state this legislation establishes the Missouri Crime Victims Fund. A Crime Victims Compensation Fund has already been established in the treasury (§595.045). It is unknown whether this new fund will replace the current one or if there will be two funds. Section 595.045 requires the DOC to collect the fees owed for CVC and send them to the county clerks. The proposed legislation does not have this requirement.

Responses regarding the proposed legislation as a whole

Officials from **Department of Corrections** state:

Combined Cumulative Estimated Impact for DOC

The combined cumulative estimated impact on the department is 82 additional offenders in prison and 167 additional offenders on field supervision by FY 2034.

	# 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	24	(\$11,123)	(\$222,460)	0	\$0	34	(\$222,460)
Year 2	48	(\$11,123)	(\$544,582)	1	(\$101,198)	68	(\$645,780)
Year 3	69	(\$11,123)	(\$798,493)	2	(\$196,429)	105	(\$994,922)
Year 4	80	(\$11,123)	(\$944,305)	2	(\$189,991)	118	(\$1,134,296)
Year 5	82	(\$11,123)	(\$987,271)	2	(\$192,003)	137	(\$1,179,274)
Year 6	82	(\$11,123)	(\$1,007,017)	2	(\$194,039)	151	(\$1,201,055)
Year 7	82	(\$11,123)	(\$1,027,157)	2	(\$303,626)	165	(\$1,330,783)
Year 8	82	(\$11,123)	(\$1,047,700)	3	(\$297,266)	167	(\$1,344,966)
Year 9	82	(\$11,123)	(\$1,068,654)	3	(\$300,426)	169	(\$1,369,081)
Year 10	82	(\$11,123)	(\$1,090,027)	3	(\$303,618)	169	(\$1,393,645)

The department will assume a marginal cost (multiplied by number of offenders) for any projected increase or decrease in the incarcerated population. Marginal cost is \$30.47 per day or

an annual cost of \$11,123 per offender which includes costs such as medical, food, wages and operational E&E. The unknown amount is a result of the uncertainty in the growth of the underlying offender population. The impact of any new legislation combined with the growth of the underlying population could result in the tiered approach below in order to meet the population demands.

1. Fully staffing the current capacity (27,368) which is habitable, but DOC does not have the staffing resources for all bed space.
2. Rehabilitating current space that is not currently habitable and obtaining staffing resources for that space (requires capital improvements).
3. Expanding new capacity by adding housing units or wings to existing prisons and obtaining staffing resources for that space (requires capital improvements).
4. Constructing a new prison and obtaining staffing resources. Based on current construction projects in other Midwest states, the department estimates the cost of constructing a new 1,500-bed maximum security prison at approximately \$825 million to \$900 million plus annual operating costs of approximately \$50 million (requires capital improvements).

The department's population projections indicate current physical capacity will be met by July 2029; however recent trends indicate that capacity could be met much sooner. Should new construction be the result of the increasing offender population, the full cost per day per offender would be used which is \$106.96 or an annual cost of \$39,040. This includes all items in the marginal cost calculation plus fringe, personal service, utilities, etc.

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.

* 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.

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

Officials from the **OSCA** state there may be some impact but there is no way to quantify that amount 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 or (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 **Department of Social Services (DSS)** state any creation of a crime or modification of offense provisions in this legislation would potentially increase the number of youth committed to the Division of Youth Services. It is difficult to predict whether that number will be minimal or substantial and what fiscal impact may occur. Juvenile Office and judicial discretion would play into each individual youth's case, making the impact more difficult to calculate. Historically, when a new crime is enacted, DYS sees an increase in commitments, as referrals to Juvenile Offices increase.

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

Officials from the **Office of the Governor (GOV)** state this bill adds to the Governor's current load of duties. Individually, additional requirements should not fiscally impact the Office of the Governor. However, the cumulative impact of additional duties across all enacted legislation may require additional resources for the Office of the Governor.

In response to a previous version, officials from the **City of O'Fallon** stated the annual costs for training for the O'Fallon Police Department would be approximately \$10,080. **Oversight** assumes some annual training of officers is conducted regardless of this bill, and this change could be incorporated into that training.

In response to a previous version, officials from the **Blue Springs Police Department** and **High Point R-III** indicated this proposal would have a fiscal impact on their organization. However, they provided no information explaining the potential fiscal impact this proposal would have on their organization. Therefore, for fiscal note purposes, Oversight assumes any fiscal impact incurred would be absorbable within current funding levels.

Officials from the **Department of Commerce and Insurance, Department of Economic Development, Department of Elementary and Secondary Education, Department of Mental Health, Department of Natural Resources, Department of Labor and Industrial Relations, Department of Revenue, Department of Public Safety – (Capitol Police, Fire Safety, and Missouri Highway Patrol), Missouri Department of Conservation, Missouri Department of Transportation, Office of Administration, Office of the State Treasurer, Missouri House of**

Representatives, Missouri Senate, City of Kansas City, Newton County Health Department, Phelps County Sheriff, Branson Police Department, Kansas City Police Department, and St. Louis County Police Department each assume the proposal will have no fiscal impact on their respective organizations.

In response to a previous version, officials from the **City of Springfield** and **Fairfax R-III** each assumed the proposal would have no fiscal impact on their respective organizations.

In response to similar legislation, HB 1814 (2026), officials from the **University of Missouri** assumed the proposal will have no fiscal impact on their organization.

In response to similar legislation, HCS SS SCS SB 60 (2025), officials from the **Missouri Office of Prosecution Services** assumed 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.

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.

Oversight only reflects the responses that we have received from state agencies and political subdivisions; however, other cities, counties, local public health agencies, nursing homes, county prosecutors, local law enforcement, fire protection districts, ambulance & EMS, schools, charter schools, and hospitals 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.

<u>FISCAL IMPACT – State Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029	Fully Implemented (FY 2034)
GENERAL REVENUE				
<u>Cost - (\$210.1505) To produce & develop training in a digital platform p.5</u>	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<u>Transfer Out – (\$210.1505) To the Commercial Sexual Exploitation of Children Education and Awareness Fund p.5</u>	(Unknown, could exceed \$207,997)	(Unknown, could exceed \$217,330)	(Unknown, could exceed \$221,045)	(Unknown, could exceed \$229,975)
<u>Cost – DOC (§§566.151, 567.030, 573.110, 573.112, 573.570, 573.575) p.11</u>				
Personal Service	\$0	(\$52,033)	(\$105,108)	(\$165,702)
Fringe Benefits	\$0	(\$37,427)	(\$75,603)	(\$119,189)
Exp. & Equip.	\$0	(\$11,738)	(\$15,718)	(\$12,375)
<u>Total Costs - DOC</u>	<u>\$0</u>	<u>(\$101,198)</u>	<u>(\$196,429)</u>	<u>(\$297,266)</u>
FTE Change - DOC	0 FTE	1 FTE	2 FTE	3 FTE
<u>Cost – DOC (§§566.151, 567.030, 573.110, 573.112, 573.570, 573.575) Increased incarceration costs p.11</u>	(\$222,460 to Unknown)	(\$544,582 to Unknown)	(\$798,493 to Unknown)	(\$1,047,700 to Unknown)
<u>Cost – SPD (§§573.570 and 573.575) Potential increase in representation costs p.9</u>	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<u>Cost – DPS (§590.050) IT cost to update database p.9</u>	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)
<u>Transfer Out – (\$660.845) To the Missouri Crime Victims Fund p.11</u>	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<u>Cost – OSCA (various sections) Increase in potential court costs p.12-13</u>	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)

<u>FISCAL IMPACT – State Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029	Fully Implemented (FY 2034)
ESTIMATED NET EFFECT ON GENERAL REVENUE	(Could exceed <u>\$440,457</u>)	(Could exceed <u>\$873,110</u>)	(Could exceed <u>\$1,225,967</u>)	(Could exceed <u>\$1,584,941</u>)
Estimated Net FTE Change on General Revenue	0 FTE	1 FTE	2 FTE	3 FTE
COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN EDUCATION AND AWARENESS FUND				
<u>Income</u> – (§210.1505) Gifts, grants, donations p.5	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown
<u>Transfer In</u> – (§210.1505) From General Revenue p.5	Unknown, could exceed \$207,997	Unknown, could exceed \$217,330	Unknown, could exceed \$221,045	Unknown, could exceed \$229,975
<u>Cost</u> – AGO (§210.1505) p.4				
Personal Service	(\$108,333)	(\$132,600)	(\$135,252)	(\$140,716)
Fringe Benefits	(\$69,740)	(\$84,730)	(\$85,793)	(\$89,259)
Exp. & Equip.	<u>(\$29,924)</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
<u>Total Costs</u> - AGO	<u>(\$207,997)</u>	<u>(\$217,330)</u>	<u>(\$221,045)</u>	<u>(\$229,975)</u>
FTE Change - AGO	2 FTE	2 FTE	2 FTE	2 FTE
<u>Cost</u> – AGO (§210.1505) Training and anti-trafficking efforts p.5	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>
ESTIMATED NET EFFECT ON THE COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN EDUCATION AND AWARENESS FUND	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>

<u>FISCAL IMPACT – State Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029	Fully Implemented (FY 2034)
Estimated Net FTE Change on the Commercial Sexual Exploitation of Children Education and Awareness Fund	2 FTE	2 FTE	2 FTE	2 FTE
CRIME VICTIMS’ COMPENSATION FUND (1681)				
<u>Revenue Gain – DPS</u> (\$595.045) Fee for guilty plea under §§573.110 and 573.112 p.10	Less than <u>\$250,000</u>	Less than <u>\$250,000</u>	Less than <u>\$250,000</u>	Less than <u>\$250,000</u>
ESTIMATED NET EFFECT ON THE CRIME VICTIMS’ COMPENSATION FUND	Less than <u>\$250,000</u>	Less than <u>\$250,000</u>	Less than <u>\$250,000</u>	Less than <u>\$250,000</u>
MISSOURI CRIME VICTIMS FUND				
<u>Income –</u> (\$660.845) Gifts, grants, donations p.11	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown
<u>Transfer In –</u> (\$660.845) from General Revenue p.11	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown
<u>Transfer Out –</u> DPS (\$660.845) Distribution of moneys p.11	\$0 or <u>(Unknown)</u>	\$0 or <u>(Unknown)</u>	\$0 or <u>(Unknown)</u>	\$0 or <u>(Unknown)</u>
ESTIMATED NET EFFECT ON THE MISSOURI CRIME VICTIMS FUND	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029	Fully Implemented (FY 2034)
LOCAL POLITICAL SUBDIVISIONS				
<u>Transfer In – From DPS (\$660.845) p.11</u>	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown
<u>Cost – (\$660.845) Distribution of pass-through moneys for victim support services p.11</u>	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>

FISCAL IMPACT – Small Business

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

FISCAL DESCRIPTION

ASSISTANCE FROM THE ATTORNEY GENERAL (Sections 27.117 and 566.201)

Under this bill, a prosecuting attorney may request assistance from the Attorney General for the prosecution of the offenses of disclosure of an intimate digital depiction and sadistic online exploitation if the offense occurred in more than one jurisdiction.

This bill also allows a prosecuting or circuit attorney to request assistance from the Attorney General to assist in the prosecution of child sex trafficking cases.

CHILD SEX ABUSE MATERIAL (Sections 43.656, 67.2540, 168.071, 210.1080, 324.012, 329.050, 339.100, 542.301, 566.010, 566.147, 566.148, 566.149, 566.150, 566.155, 573.010, 573.023, 573.025, 573.035, 573.037, 573.038, 573.050, 573.052, 573.215, 589.042, 650.120, and 660.520)

This bill replaces the term "child pornography" with "child sexual abuse material" throughout statute, but child pornography as it will have existed prior to the effective date of this legislation will still be subject to the provisions of the relevant statutes.

This bill additionally modifies the definition of "child sex abuse material". The current definition classifies such material as certain visual depictions, including digital images, computer images, or computer-generated images that are of, or are indistinguishable from, a minor engaging in sexually explicit conduct, in that an ordinary person would conclude that the depiction is of an actual minor engaged in sexually explicit conduct. The bill adds that the visual depiction is such that an ordinary person would conclude the depiction is of an actual minor engaged in sexually explicit conduct, regardless of whether the minor was actually engaged in sexually explicit conduct at the time the visual depiction was created.

The term "child sexual abuse material" now includes any anatomically correct doll, mannequin, or robot meant to resemble a minor under 18 years of age and intended to be used for the purpose of arousing or gratifying the sexual desire of any person or for the purpose of terrorizing or causing emotional distress to any person.

SEX AND HUMAN TRAFFICKING AWARENESS TRAINING (Sections 56.265, 190.142, 211.326, 324.035, 337.618, and 590.050)

The Department of Health and Senior Services will require each emergency medical technician, including each paramedic, to receive a one-time four-hour course of sex and human trafficking training as a condition of relicensure from March 31, 2027, until December 31, 2032.

Each county prosecuting attorney and juvenile officer must complete one hour of sex and human trafficking training annually 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. Social workers will be required to complete two hours of sex and human trafficking training for license renewal for the first renewal cycle after initial licensure and one hour thereafter. These provision will be effective from January 1, 2027, until December 31, 2031.

STATEWIDE COUNCIL (Section 210.1505 and 566.151)

The bill also establishes the "Statewide Council Against Adult Trafficking and the 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, 2026, is required to meet at least quarterly, and is within the Office of the Attorney General. The members of the council are specified and include two members of the Senate appointed by the President Pro Tem and two members of the House of Representatives appointed by the Speaker of the House. The council is also required to have an executive director, who will be appointed by the Attorney General and whose compensation will be set by the Attorney General.

The bill creates the "Commercial Sexual Exploitation of Children Education and Awareness Fund", of which the State Treasurer is the custodian; the Treasurer is required to approve disbursements as required by the Attorney General. Moneys in the Fund will be used to pay for the position of the executive director and administrative support for the council, education and awareness regarding human trafficking, and anti-trafficking efforts throughout the state.

This bill establishes the "Committee on Sex and Human Trafficking Training", composed of eight members, including, but not limited to, a representative of the Attorney General's Office, a representative of the Department of Public Safety, and a juvenile officer. The committee will annually evaluate and establish guidelines for required sex and human trafficking training and will dissolve on December 31, 2031.

The committee will issue guidance for the public on identifying and recognizing actions constituting grooming or enticement of a minor, responding to potential instances thereof, and treatment of and services for victims of grooming, as well as procedures and training for professionals on the investigation and prosecution of the offense of grooming or enticement of a minor.

ORDERS OF PROTECTION (Section 455.050)

Under current law, a person that petitions for a full or ex-parte protective order is protected from certain offenses if the order is granted. This bill adds cyberstalking to the list of offenses.

CHILD SEX TRAFFICKING (Sections 537.054 and 566.211)

The bill authorizes a person to file a cause of action to recover damages from injury or illness caused by child sex trafficking within 20 years of the plaintiff turning 21 years of age or within three years of the date the plaintiff discovers, or reasonably should have discovered, that the injury or illness was caused by child sex trafficking. This provision applies to any action commenced on or after August 28, 2026.

The bill specifies that the term of imprisonment for the offense of sexual trafficking of a child in the second degree when it is committed by a parent, legal guardian, or other person having custody or control of a child is "life imprisonment", which, in this instance, means for the duration of the person's natural life.

GROOMING OR ENTICEMENT OF A MINOR (Sections 566.151 and 589.015)

This bill modifies the offense of enticement of a child to create the offense of grooming or enticement of a minor, to be known as "Evie and Sophie's Law". A person commits this offense when the person is more than four years older than the minor and knowingly engages in a pattern of conduct that a reasonable person would infer is intended to prepare, condition, or manipulate such minor to engage in sexual conduct, a sexual performance, or a commercial sex act.

The offense of grooming or enticement of a minor is a felony. A person convicted of such offense will be sentenced to not less than five years and not more than 30 years unless sexual conduct, sexual performance, or a commercial sex act occurs, in which case the minimum penalty will be not less than 10 years. A person that is convicted and sentenced for the offense of grooming or enticement of a minor will not be eligible for parole or conditional release for a period of five years, unless the enticement results in the minor engaging in sexual conduct, a sexual performance, or a commercial sex act, in which case the person will serve 10 years prior to eligibility for parole, probation, or conditional release. When a person is convicted of

grooming or enticement of a minor, the imposed sentence is in addition and consecutive to any punishment provided by law for any offense committed as a result of this offense. In addition to imprisonment, a person convicted of grooming or enticement of a minor will be ordered to pay restitution to the victim.

SEXUAL OFFENSES (Sections 573.110, 573.112, 573.114, 573.570, 573.575, 589.400, 589.414, and 595.045)

The bill changes what constitutes a victim of the offense of nonconsensual dissemination of private sexual images. Currently, to be considered a victim, a person must be at least 18 years of age, identifiable from the image itself or information displayed in connection with the image and be engaged in a sexual act or have his or her intimate parts exposed. This bill repeals the condition that the victim be at least 18 years of age.

The offense of nonconsensual dissemination of private sexual images is a class D felony. This bill adds that the offense becomes a class C felony if the image is of a minor or a vulnerable person.

Additionally, the bill changes what constitutes a victim of the offense of threatening the nonconsensual dissemination of private sexual images. Currently, to be considered a victim, a person must be at least 18 years of age, identifiable from the image itself or information displayed in connection with the image and be engaged in a sexual act or have his or her intimate parts exposed. This bill repeals the condition that the victim be at least 18 years of age.

The current penalty for the offense of threatening the nonconsensual dissemination of private sexual images is a class E felony. This bill adds that if it is a second offense, it is a class D felony. A third or subsequent offense is a class C felony. Moreover, if the image was of a minor or vulnerable person, the offense is a class B felony. If the threat of the offense is the proximate cause of a serious physical injury or death of a person, the offense is a class B felony.

A person found guilty of nonconsensual dissemination of private sexual images or the threatening thereof will be ordered by the sentencing court to pay restitution to the victim, the minimum amount of which must be in the amount determined by the court necessary to appropriately compensate the victim.

This bill creates the offense of disclosure of an intimate digital depiction. A person is guilty of such offense if he or she discloses or threatens to disclose an intimate digital depiction with the intent to harass or threaten another person. A violation of such offense is a class D felony if the person discloses an intimate digital depiction and a class E felony if the person threatens to disclose an intimate digital depiction. Any second or subsequent violation of such offense is a class C felony. Additionally, it is a class C felony if the disclosure interferes with a government proceeding or causes violence.

This bill creates the offense of sadistic online exploitation. A person commits this offense where he or she uses the internet to coerce a victim into committing certain acts. This offense is a class E felony.

The bill adds grooming of a minor, nonconsensual dissemination of private sexual images, and threatening the nonconsensual dissemination of private sexual images to offenses for which the convicted person is required to register as a sex offender. The bill adds the grooming of a minor to the Tier I sexual offenses. It also adds the nonconsensual dissemination of private sexual images, or the threatening thereof, if the victim is 17 years of age or younger or if coercion of the victim was sexual in nature to the Tier II sexual offenses.

Additionally, corrects references to the offense of sexual intercourse with a prisoner or offender with the sexual conduct in the course of public duty.

The bill modifies moneys to be deposited into the crime victims' compensation fund by adding \$500, but no more than \$5,000, upon a plea of guilty or a finding of guilt for the offense of nonconsensual dissemination of private sexual images, or the offense of threatening the nonconsensual dissemination of private sexual images, to the amounts.

REAL OR PERSONAL PROPERTY SEIZURE (Section 566.218)

Any real or personal property that was used, attempted to be used, or intended to be used to commit a certain unlawful sexual offense can be seized and will be forfeited as provided by current law.

PROSTITUTION (Section 567.030 and 610.131)

Currently, the offense of patronizing prostitution is a class B felony if the individual the person patronizes is 15 years of age or younger, and a class B misdemeanor unless the individual the person patronizes is under 18 years old but older than age 15. This bill increases the penalty from a misdemeanor to a class E felony, unless the individual the person patronizes is less than 18 years old but older than age 15, at which point it becomes a class D felony.

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.

CYBER CRIME INVESTIGATION FUND (Section 650.120)

Current law authorizes a panel within the Department of Public Safety to award grants to multi-jurisdictional internet cyber crime law enforcement task forces, enforcement groups, and other law enforcement agencies. The program expired on December 31, 2024, and terminated on September 1, 2025. This bill repeals that expiration.

MISSOURI CRIME VICTIMS FUND (Section 660.845)

This bill establishes the "Missouri Crime Victims Fund", which must consist of moneys appropriated by the General Assembly. Moneys in the fund will be disbursed to entitlement jurisdictions, eligible entities, or local governmental entities that are eligible for victim assistance grants under the Federal Victims of Crime Act.

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

SOURCES OF INFORMATION

Attorney General's Office
Department of Commerce and Insurance
Department of Economic Development
Department of Elementary and Secondary Education
Department of Health and Senior Services
Department of Labor and Industrial Relations
Department of Mental Health
Department of Natural Resources
Department of Corrections
Department of Revenue
Department of Public Safety
 Capitol Police
 Fire Safety
 Office of the Director
 Missouri Highway Patrol
Department of Social Services
Office of the Governor
Missouri Department of Conservation
Missouri Department of Transportation
Office of Administration
Office of the State Courts Administrator
Office of the State Public Defender
Office of the State Treasurer
Missouri House of Representatives
Joint Committee on Administrative Rules
Missouri Senate
Missouri Office of Prosecution Services
University of Missouri
City of Kansas City
City of O'Fallon

L.R. No. 5011S.09T

Bill No. Truly Agreed To and Finally Passed SS for SCS for HCS for HB Nos. 2273, 1946, 1814 & 2551

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April 22, 2026

City of Springfield

Newton County Health Department

Phelps County Sheriff

Blue Springs Police Department

Branson Police Department

Kansas City Police Department

St. Louis County Police Department

Fairfax R-III

High Point R-III



Julie Morff

Director

April 22, 2026



Jessica Harris

Assistant Director

April 22, 2026