

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 5633H.01I  
Bill No.: HB 1946  
Subject: Crimes and Punishment; Children and Minors; Courts; Evidence; Sexual Offenses;  
Drugs and Controlled Substances; Probation and Parole  
Type: Original  
Date: January 12, 2026

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Bill Summary: This proposal modifies and establishes provisions relating to anti-trafficking efforts.

**FISCAL SUMMARY**

**ESTIMATED NET EFFECT ON GENERAL REVENUE FUND**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
General Revenue*/**	(\$9,269 to Unknown)	(\$22,691 to Unknown)	(\$34,717 to Unknown)
<b>Total Estimated Net Effect on General Revenue</b>	<b>(\$9,269 to Unknown)</b>	<b>(\$22,691 to Unknown)</b>	<b>(\$34,717 to Unknown)</b>

\*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. Oversight assumes the unknown cost has the potential to exceed \$250,000.

\*\*The fiscal impact to General Revenue could exceed the \$250,000 threshold depending on the level of appropriation to the Commercial Sexual Exploitation of Children Education and Awareness Fund (§210.1505), if any.

**ESTIMATED NET EFFECT ON OTHER STATE FUNDS**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
Commercial Sexual Exploitation of Children Education and Awareness Fund*	\$0	\$0	\$0
<b>Total Estimated Net Effect on <u>Other</u> State Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

\*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
<b>Total Estimated Net Effect on <u>All</u> Federal Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

**ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
Commercial Sexual Exploitation of Children Education and Awareness Fund	2 FTE	2 FTE	2 FTE
<b>Total Estimated Net Effect on 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.

**ESTIMATED NET EFFECT ON LOCAL FUNDS**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
<b>Local Government</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

## **FISCAL ANALYSIS**

### **ASSUMPTION**

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

**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 to this training from the General Revenue Fund and assumes a \$0 or 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 of Emergency Medical Services will have the ability to verify the sex and human trafficking continuing education requirement during the EMT/paramedic re-licensure process.

DHSS assumes they can absorb the costs of this portion of the 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.

Officials from the **Missouri House of Representatives (MHR)** assume the proposal will have no fiscal impact on their organization. The MHR will absorb any reasonable expenses of their

member serving on the council. **Oversight** does not have any information to the contrary. Therefore, Oversight will reflect a zero impact in the fiscal note.

Officials from the **Missouri Senate** 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.

**Oversight** notes the provisions of this section establish 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.

#### §566.211 – Sexual Trafficking of a Child, Second Degree

Officials from the **Department of Corrections (DOC)** state this proposal modifies and establishes provisions relating to anti-trafficking efforts.

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.

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.

#### Combined Cumulative Estimated Impact

The combined cumulative estimated impact on the department is 3 additional offenders in prison and 9 additional offenders on field supervision by FY 2029.

	# 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	(\$11,123)	(\$9,269)	0	\$0	3	(\$9,269)
Year 2	2	(\$11,123)	(\$22,691)	0	\$0	6	(\$22,691)
Year 3	3	(\$11,123)	(\$34,717)	0	\$0	9	(\$34,717)
Year 4	3	(\$11,123)	(\$35,411)	0	\$0	10	(\$35,411)
Year 5	3	(\$11,123)	(\$36,120)	0	\$0	11	(\$36,120)
Year 6	3	(\$11,123)	(\$36,842)	0	\$0	11	(\$36,842)
Year 7	3	(\$11,123)	(\$37,579)	0	\$0	11	(\$37,579)
Year 8	3	(\$11,123)	(\$38,330)	0	\$0	11	(\$38,330)
Year 9	3	(\$11,123)	(\$39,097)	0	\$0	11	(\$39,097)
Year 10	3	(\$11,123)	(\$39,879)	0	\$0	11	(\$39,879)

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

	<u>FY 2021</u>	<u>FY 2022</u>	<u>FY 2023</u>	<u>FY 2024</u>	<u>FY 2025</u>
§567.030 felonies	3	3	10	2	1

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

#### §590.050 – Continuing Education Requirements

Officials from the **Department of Public Safety - Office of the Director (DPS)** state section 590.050 will have a fiscal impact because ITSD will have to modify the CLEE tracking system to add two hours on the topic of "sex and human trafficking" for each annual CLEE reporting

period. This cost is estimated at \$5,000 annually. Since POST does not deliver CLEE training, the cost of the training will be paid by officers or their employing LE agency and delivered by the various CLEE training providers.

**Oversight** assumes DPS is provided with core funding to handle a certain amount of activity each year. Oversight assumes DPS could absorb the ITSD costs related to this proposal. In addition, Oversight assumes some annual training of officers is conducted regardless of this bill, and this change could be incorporated into that training.

#### §650.120 – Internet Cyber Crime Law Enforcement Task Force

**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.

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

In response to similar legislation, HCS SS SCS SB 60 (2025), officials from the **Office of the State Courts Administrator (OSCA)** stated 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 **Office of the State Public Defender (SPD)** state per the National Public Defense Workload Study, the new charges contemplated by the changes in this bill would take approximately thirty-five hours on average of SPD work for reasonably effective representation for each charge filed. If one hundred cases were filed under this section 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 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 create a minimal number of new cases 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 **St. Louis County Police Department** estimates 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 one hour of training is \$43,484.60.

**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.

Officials from the **High Point R-III** indicate 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 Elementary and Secondary Education, Department of Mental Health, Department of Natural Resources, Department of Revenue, Department of Public Safety – (Capitol Police and 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 Treasurer, City of Kansas City, Phelps County Sheriff's Department, Kansas City Police Department, Branson Police Department, and Fairfax R-III** each assume the proposal will have no fiscal impact on their respective organizations.

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.

**Oversight** only reflects the responses that we have received from state agencies and political subdivisions; however, other cities, counties, county prosecutors, local law enforcement, 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
<b>GENERAL REVENUE</b>			
<u>Cost</u> - (\$27.170) To produce & develop training in a digital platform p.3	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<u>Cost</u> – DOC (\$567.030) Increased incarceration costs p.4-7	(\$9,269 to Unknown)	(\$22,691 to Unknown)	(\$34,717 to Unknown)
<u>Cost</u> – OSCA (various sections) Potential costs relating to the protection of children and vulnerable persons p.8	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<u>Transfer Out</u> – (\$210.1505) To the Commercial Sexual Exploitation of Children Education and Awareness Fund p.4	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<b>(\$9,269 to Unknown)</b>	<b>(\$22,691 to Unknown)</b>	<b>(\$34,717 to Unknown)</b>
<b>COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN EDUCATION AND AWARENESS FUND</b>			
<u>Income</u> – (\$210.1505) Gifts, grants, donations p.4	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<u>Transfer In</u> – (\$210.1505) From General Revenue p.4	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<u>Cost</u> – AGO (\$210.1505) p.4			
Personal Service	(\$108,333)	(\$132,600)	(\$135,252)
Fringe Benefits	(\$69,740)	(\$84,730)	(\$85,793)
Exp. & Equip.	(\$29,924)	\$0	\$0
<u>Total Costs</u> - AGO	<u>(\$207,997)</u>	<u>(\$217,330)</u>	<u>(\$221,045)</u>
FTE Change - AGO	2 FTE	2 FTE	2 FTE

<u>FISCAL IMPACT – State Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
<u>Cost – AGO (§210.1505) Training and anti-trafficking efforts p.4</u>	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>
<b>ESTIMATED NET EFFECT ON THE COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN EDUCATION AND AWARENESS FUND</b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>
Estimated Net FTE Change on the Commercial Sexual Exploitation of Children Education and Awareness Fund	2 FTE	2 FTE	2 FTE

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>

FISCAL IMPACT – Small Business

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

FISCAL DESCRIPTION

ANTI-TRAFFICKING EFFORTS (Sections 27.170, 43.656, 56.265, 67.2540, 168.071, 190.142, 210.1080, 210.1505, 211.326, 324.012, 324.035, 329.050, 337.618, 339.100, 537.054, 542.301, 566.010, 566.147, 566.148, 566.149, 566.150, 566.155, 566.201, 566.211, 566.218, 567.030, 573.010, 573.023, 573.025, 573.035, 573.037, 573.038, 573.050, 573.052, 573.215, 589.042, 589.400, 589.414, 590.050, 610.131, 650.120, and 660.520)

This bill establishes the "Committee on Sex and Human Trafficking Training", which will be composed of seven 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 must annually evaluate and establish guidelines for required sex and human trafficking training. The committee will dissolve on December 31, 2031.

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.

The Department of Health and Senior Services will require each EMT, including each paramedic, to receive certain 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.

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 and two members of the House of Representatives. The Council is also required to have an executive director, who must 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 will be the custodian and of which the Treasurer is required to approve disbursements as required by the Attorney General. Money in the Fund will be used to pay for the position of the executive director and administrative support for the statewide council, against adult trafficking and the commercial exploitation of children, education and awareness regarding human trafficking, and anti-trafficking efforts throughout the State.

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 old 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.

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

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.

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.

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 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. 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.

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. Current law authorizes a panel within the Department of Public Safety to award grants to multijurisdictional internet cyber crime law enforcement task forces, enforcement groups, and other law enforcement agencies. The program expired on August 28, 2024, and terminated on September 1, 2025. This bill repeals that expiration.

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 Elementary and Secondary Education  
Department of Health and Senior Services  
Department of Mental Health  
Department of Natural Resources  
Department of Corrections  
Department of Revenue  
Department of Public Safety –  
    Capitol Police  
    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  
Missouri Senate  
Missouri Office of Prosecution Services  
City of Kansas City  
Phelps County Sheriff's Department  
Kansas City Police Department  
Branson Police Department  
St. Louis County Police Department  
Fairfax R-III  
High Point R-III



Julie Morff  
Director  
January 12, 2026



Jessica Harris  
Assistant Director  
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