

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 6127H.02P  
Bill No.: Perfected HCS for HB 2587  
Subject: Law Enforcement Officers and Agencies; Science and Technology; Department of Corrections  
Type: Original  
Date: February 25, 2026

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Bill Summary: This proposal modifies provisions relating to law enforcement interception of unmanned aircraft systems.

**FISCAL SUMMARY**

**ESTIMATED NET EFFECT ON GENERAL REVENUE FUND**

FUND AFFECTED	FY 2027	FY 2028	FY 2029	Fully Implemented (FY 2031)
General Revenue*	(Could exceed \$2,462,683)	(Could exceed \$763,559)	(Could exceed \$808,602)	(Could exceed \$855,361)
<b>Total Estimated Net Effect on General Revenue</b>	<b>(Could exceed \$2,462,683)</b>	<b>(Could exceed \$763,559)</b>	<b>(Could exceed \$808,602)</b>	<b>(Could exceed \$855,361)</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.

**ESTIMATED NET EFFECT ON OTHER STATE FUNDS**

FUND AFFECTED	FY 2027	FY 2028	FY 2029	Fully Implemented (FY 2031)
<b>Total Estimated Net Effect on <u>Other State Funds</u></b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

Numbers within parentheses: () indicate costs or losses.

**ESTIMATED NET EFFECT ON FEDERAL FUNDS**

FUND AFFECTED	FY 2027	FY 2028	FY 2029	Fully Implemented (FY 2031)
<b>Total Estimated Net Effect on <u>All Federal Funds</u></b>	<b>\$0</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	Fully Implemented (FY 2031)
General Revenue	2 FTE	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>	<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	Fully Implemented (FY 2031)
<b>Local Government</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

## FISCAL ANALYSIS

### ASSUMPTION

#### §§577.800, 589.900, and 589.902 – Interception of Unmanned Aircraft Systems

Officials from the **Department of Public Safety - Missouri Highway Patrol (MHP)** state that the Missouri State Highway Patrol's bomb squad is scheduled to receive federally funded equipment that will allow them to respond to drone-related detection and mitigation calls, consistent with the capabilities contemplated in this legislation. This equipment and associated training are tied to preparations for the upcoming FIFA World Cup and the need to safeguard event venues from drone-related threats. Once equipped and trained, the bomb squad is expected to become the primary responder for drone detection and mitigation incidents statewide. The specialized nature of this work—and the high cost of the required technology—makes it impractical for smaller agencies to provide comparable services. To ensure adequate statewide coverage for both drone-related and explosive-related incidents, the addition of two (2) officers, paid at the Sergeant level, is needed to adequately cover calls for drone and explosive related incidents in the state.

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

Officials from the **Department of Corrections (DOC)** state section 577.800 modifies provisions relating to law enforcement interception of unmanned aircraft systems.

Section 577.800 expands the offense of unlawful use of unmanned aircraft over an open-air facility to include a critical infrastructure facility. The penalty is an infraction, unless it is used to deliver a weapon, in which case it is a class B felony, or to deliver a controlled substance, in which case it is a class D felony.

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

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, 1.7 years to 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.

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

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

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

Combined Cumulative Estimated Impact

The combined cumulative estimated impact on the department is 13 additional offenders in prison and 22 additional offenders on field supervision by FY 2031.

	# to prison	Cost per year	Total Costs for <b>prison</b>	Change in & parole officers	Total cost for <b>probation and parole</b>	# to probation & parole	Grand Total - Prison and Probation (includes 2% inflation)
Year 1	4	(\$11,123)	(\$44,492)	0	\$0	5	(\$44,492)
Year 2	8	(\$11,123)	(\$90,764)	0	\$0	10	(\$90,764)
Year 3	11	(\$11,123)	(\$127,296)	0	\$0	16	(\$127,296)
Year 4	12	(\$11,123)	(\$141,646)	0	\$0	19	(\$141,646)
Year 5	13	(\$11,123)	(\$156,519)	0	\$0	22	(\$156,519)
Year 6	13	(\$11,123)	(\$159,649)	0	\$0	23	(\$159,649)
Year 7	13	(\$11,123)	(\$162,842)	0	\$0	24	(\$162,842)
Year 8	13	(\$11,123)	(\$166,099)	0	\$0	25	(\$166,099)
Year 9	13	(\$11,123)	(\$169,421)	0	\$0	26	(\$169,421)
Year 10	13	(\$11,123)	(\$172,809)	0	\$0	26	(\$172,809)

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 **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 **Department of Commerce and Insurance, Department of Natural Resources, Department of Public Safety - Office of the Director, Missouri Department of**

**Conservation, Missouri Department of Transportation, Missouri National Guard, Office of the State Courts Administrator, Office of the State Public Defender, University of Missouri System, City of Kansas City, City of O’Fallon, Phelps County Sheriff, Branson Police Department, Kansas City Police Department, St. Louis County Police Department, Metropolitan St. Louis Sewer District, South River Drainage District, and Wayne County PWS#2** each assume the proposal will have no fiscal impact on their respective organizations.

In response to a previous version, 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, local law enforcement, utilities, electric companies and coops, and solid waste management districts 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.

This proposal has an emergency clause.

<u>FISCAL IMPACT – State Government</u>	FY 2027	FY 2028	FY 2029	Fully Implemented (FY 2031)
<b>GENERAL REVENUE</b>				
<u>Cost – MHP (§§577.800, 589.900, 589.902) p.4</u>				
Personal Service	(\$221,808)	(\$226,244)	(\$230,769)	(\$240,092)
Fringe Benefits	(\$195,391)	(\$199,298)	(\$203,284)	(\$211,497)
Exp. & Equip.	(\$206,839)	(\$53,784)	(\$53,784)	(\$53,784)
<u>Total Costs – MHP</u>	<u>(\$624,038)</u>	<u>(\$479,326)</u>	<u>(\$487,837)</u>	<u>(\$505,373)</u>
FTE Change – MHP	2 FTE	2 FTE	2 FTE	2 FTE
<u>Cost – MHP (§§577.800, 589.900, 589.902) Counter Drone Program Equipment p.4</u>				
	(\$1,794,153)	(\$193,469)	(\$193,469)	(\$193,469)
<u>Cost – DOC (§577.800) Increased incarceration costs p.4-6</u>				
	(\$44,492 to <u>Unknown</u> )	(\$90,764 to <u>Unknown</u> )	(\$127,296 to <u>Unknown</u> )	(\$156,519 to <u>Unknown</u> )

<u>FISCAL IMPACT – State Government</u>	FY 2027	FY 2028	FY 2029	Fully Implemented (FY 2031)
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<b>(Could exceed <u>\$2,462,683</u>)</b>	<b>(Could exceed <u>\$763,559</u>)</b>	<b>(Could exceed <u>\$808,602</u>)</b>	<b>(Could exceed <u>\$855,361</u>)</b>
Estimated Net FTE Change on General Revenue	2 FTE	2 FTE	2 FTE	2 FTE

<u>FISCAL IMPACT – Local Government</u>	FY 2027	FY 2028	FY 2029	Fully Implemented (FY 2031)
	<b><u>\$0</u></b>	<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

The proposed legislation modifies provisions relating to law enforcement interception of unmanned aircraft systems.

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 Natural Resources  
 Department of Corrections  
 Department of Public Safety  
     Office of the Director  
     Missouri Highway Patrol  
 Missouri Department of Conservation  
 Missouri Department of Transportation  
 Missouri National Guard

Office of the State Courts Administrator  
Office of the State Public Defender  
University of Missouri  
Missouri Office of Prosecution Services  
City of Kansas City  
City of O'Fallon  
Phelps County Sheriff  
Branson Police Department  
Kansas City Police Department  
St. Louis County Police Department  
Metropolitan St. Louis Sewer District  
South River Drainage District  
Wayne County PWSD #2



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