

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 3840-01  
Bill No.: HB 1286  
Subject: Vital Statistics; Health and Senior Services Department; Children and Minors  
Type: Original  
Date: January 24, 2020

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Bill Summary: This proposal modifies provisions relating to vital statistics.

**FISCAL SUMMARY**

<b>ESTIMATED NET EFFECT ON GENERAL REVENUE FUND</b>			
FUND AFFECTED	FY 2021	FY 2022	FY 2023
General Revenue	\$0 to (\$24,098)	\$0 to (\$28,917)	\$0 to (\$28,917)
<b>Total Estimated Net Effect on General Revenue</b>	<b>\$0 to (\$24,098)</b>	<b>\$0 to (\$28,917)</b>	<b>\$0 to (\$28,917)</b>

<b>ESTIMATED NET EFFECT ON OTHER STATE FUNDS</b>			
FUND AFFECTED	FY 2021	FY 2022	FY 2023
MOPHS (0298)	\$0	\$0	\$0
Endowed Care Cemetery Audit (0562)	\$0 to (\$2,678)	\$0 to (\$3,213)	\$0 to (\$3,213)
Children's Trust (0694)	\$0 to (\$13,388)	\$0 to (\$16,065)	\$0 to (\$16,065)
<b>Total Estimated Net Effect on Other State Funds</b>	<b>\$0 to (\$16,066)</b>	<b>\$0 to (\$19,278)</b>	<b>\$0 to (\$19,278)</b>

Numbers within parentheses: ( ) indicate costs or losses.

This fiscal note contains 9 pages.

<b>ESTIMATED NET EFFECT ON FEDERAL FUNDS</b>			
<b>FUND AFFECTED</b>	<b>FY 2021</b>	<b>FY 2022</b>	<b>FY 2023</b>
<b>Total Estimated Net Effect on <u>All</u> Federal Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

<b>ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)</b>			
<b>FUND AFFECTED</b>	<b>FY 2021</b>	<b>FY 2022</b>	<b>FY 2023</b>
<b>Total Estimated Net Effect on FTE</b>	<b>0</b>	<b>0</b>	<b>0</b>

Estimated Net Effect (expenditures or reduced revenues) expected to exceed \$100,000 in any of the three fiscal years after implementation of the act.

<b>ESTIMATED NET EFFECT ON LOCAL FUNDS</b>			
<b>FUND AFFECTED</b>	<b>FY 2021</b>	<b>FY 2022</b>	<b>FY 2023</b>
<b>Local Government</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

**FISCAL ANALYSIS**

**ASSUMPTION**

**§193.265 - Free birth certificates for homeless child/youth and unaccompanied youth**

Officials from the **Department of Health and Senior Services (DHSS)** state the proposed legislation states that no fee shall be required for a birth, death, or marriage certificate for a parent or guardian of a homeless child or homeless youth as defined in subsection 1 of section 167.020, an unaccompanied youth as defined in 42 U.S.C. Section 11434a(6). According to the United States Interagency Council on Homelessness, Missouri had an estimated youth and children homeless population of 32,133 as of January 2018, of which 3,944 were unaccompanied homeless students.

DHSS has no way to estimate how many parents or guardians of a homeless child or homeless youth would submit requests for birth, marriage, or death certificates. The department estimates that not enough homeless children or homeless unaccompanied youth would require access to certified marriage or death certificates to create measurable impact, thus those have not been included in this fiscal note. This will cause a loss of revenue to state funds. The impact ranges from zero utilization of the fee exemption to 100 percent utilization of the fee exemption among the eligible populations.

The estimated loss of fees for requests at 100 percent issuance of the identified populations of 32,133 homeless youth could range from \$0 to \$401,662 for FY2021 and \$0 to \$481,995 for FY2022 and FY2023.

Per Section 193.265, RSMo, DHSS receives a fee of \$15 for each certified birth certificate statement issued. The fees are distributed into General Revenue (\$4), the Children's Trust Fund (\$5), the Endowed Care Cemetery Audit Fund (\$1) and the Missouri Public Health Services (MOPHS) Fund (\$5). General Revenue would be used to replace the MOPHS fees lost.

The loss of revenue of certificate fees to the state funds listed above is detailed in the table below.

Fund Name	FY2021	FY2022	FY2023
General Revenue	\$0 - \$107,110	\$0 - \$128,532	\$0 - \$128,532
Children's Trust Fund	\$0 - \$133,887	\$0 - \$160,665	\$0 - \$160,665
Endowed Care Cemetery Audit Fund	\$0 - \$26,778	\$0 - \$32,133	\$0 - \$32,133
MOPHS Fund	\$0 - \$133,887	\$0 - 160,665	\$0 - \$160,665

ASSUMPTION (continued)

The fees that are collected on certified copies are deposited into the MOPHS fund (\$5 per certificate) and are allocated to the Bureau of Vital Records for program operations. The loss of funds to MOPHS is estimated at the range of \$0 to \$133,887 in FY2021, and \$0 to \$160,665 in FY2022 and FY2023. MOPHS revenue supports the maintenance of Missouri's electronic birth and death registration system (MoEVR), staff to process all requests, and specialized print paper. The maintenance of the MoEVR system is critical for the accurate and timely processing of Missouri birth and death certificates. The revenue lost from issuing these additional certificates necessitates the need to seek General Revenue funds to supplant the loss.

Based on the additional requests that could be made, up to three (3) Public Health Data Technician (PHDT) FTE may be required. Processing entails reviewing the application and making a determination on whether the applicant has provided sufficient information to identify the record, and either reject the application or issue the certified copy. The average annual salary of a PHDT is \$28,527.

**Oversight** notes from discussions with DHSS officials, DHSS applied a fiscal impact range of 0 - 100% because, while the impact is unknown, they believe the number of qualifying individuals who will apply for a free birth certificate will be minimal due to the target population most likely being unaware of the legislation.

Since DHSS believes the number of individuals actually applying for a free birth certificate will be minimal, Oversight, for fiscal note purposes, assumes it is possible for up to 10% of homeless youth or parents of homeless or unaccompanied youth to request a free birth certificate annually; Oversight does not assume 100% of victims will request a free birth certificate annually, although this legislation does not contain a provision to limit the number issuances. Therefore, Oversight assumes costs could exceed the lower limits of DHSS' estimate and will the loss of certificate fees as zero to 10% of the 100% estimate provided by DHSS.

32,133 Homeless Youth & Children x 10% = 3,213 free birth certificates x \$15 = \$48,195 potential lost fees

Fund Name	FY2021 (10/12)	FY2022	FY2023
General Revenue (\$4)	\$0 to (\$10,710)	\$0 to (\$12,852)	\$0 to (\$12,852)
Children's Trust Fund (\$5)	\$0 to (\$13,388)	\$0 to (\$16,065)	\$0 to (\$16,065)
Endowed Care Cemetery Audit Fund (\$1)	\$0 to (\$2,678)	\$0 to (\$3,213)	\$0 to (\$3,213)
MOPHS Fund (\$5)	\$0 to (\$13,388)	\$0 to (\$16,065)	\$0 to (\$16,065)
<b>Total Lost Fees</b>	<b>\$0 to (\$40,164)</b>	<b>\$0 to (\$48,195)</b>	<b>\$0 to (\$48,195)</b>

ASSUMPTION (continued)

In addition, language in the proposal does not provide for replacement of funds to the MOPHS Fund for a reduction in revenues received as a result of the issuance of free birth certificates. **Oversight** assumes funds may be replaced and will range replacement of funds as \$0 to the lower limit of funds lost to the MOPHS Fund from the General Revenue Fund.

**Oversight** also notes DHSS assumes it will need up to three new FTE as a result of the provisions of this proposal. Because Oversight assumes the number of free birth certificates issued may be up to 10% of the homeless/unaccompanied youth population (32,133 homeless x 10% = 3,213 total free birth certificates per year), Oversight further assumes the DHSS will not need additional FTE to issue the minimal number of birth certificates anticipated. However, if these assumptions prove incorrect, DHSS may require additional resources.

Officials from the **Columbia/Boone County Department of Public Health and Human Services (PHHS)** state this bill would result in a loss of revenue for the PHSS. \$193.265.1 of the proposed legislation states no fee will be required for a birth certificate if the request is made by a parent/guardian of a homeless child or youth or an unaccompanied youth.

Per §193.265, RSMo, PHHS receives \$15 for each certified birth certificate statement issued. PHHS estimates a minimum of 25 homeless children in Boone County. For fiscal note purposes, it is estimated that 10 percent of the above population would request a birth certificate resulting in approximately 3 (25 x 10% = 2.5 – rounded to 3) certificates issued annually. If 100 percent of the population requested certificates, approximately 25 could be issued annually (actual numbers could be higher depending on the actual number of homeless children). The combined loss of fees for requests at 10 percent and 100 percent issuance of the identified populations for FY 2021, FY 2022, and FY 2023 are listed in the table below:

	FY 2021 (10 months) 10% issuance	FY 2021 (10 months) 100% issuance	FY 2022 and FY 2023 10% issuance	FY 2022 and FY 2023 100% issuance
Homeless Youth Requests	\$37.50 - unknown	\$312.50 - unknown	\$45 – unknown for each year	\$375 – unknown for each year

ASSUMPTION (continued)

Calculations:

FY 2021, 10% issuance = 3 certificates x \$15 per certificate x (10months/12months) = \$37.50

FY 2021, 100% issuance = 25 certificates x \$15 per certificate x (10months/12months) = \$312.50

FY 2022 and 2023, 10% issuance = 3 certificates x \$15 per certificate = \$45

FY 2022 and 2023, 100% issuance = 25 certificates x \$15 per certificate = \$375

Officials from the **Cooper County Public Health Center** assume unknown costs and losses for this proposal.

**Oversight** notes in response to similar legislation from the current session (HB 1579), the **Adair County Health Department** stated the proposal would not have a direct 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 this organizations.

Based on previous DHSS assumption that the number of individuals actually applying for a free birth certificate will be minimal, **Oversight** assumes, for fiscal note purposes, the fiscal impact to each local public health agency will be minimal and absorbable within current funding levels.

**Oversight** only reflects the responses that we have received from state agencies and political subdivisions; however, other local public health agencies were requested to respond to this proposed legislation but did not. A general listing of political subdivisions included in our database is available upon request.

<u>FISCAL IMPACT - State Government</u>	FY 2021 (10 Mo.)	FY 2022	FY 2023
<b>GENERAL REVENUE FUND</b>			
<u>Transfer-out - DHSS (§193.265)</u>			
Transfer to MOPHS for maintenance of MoEVR to replace fees lost due to free birth certificates	\$0 to (\$13,388)	\$0 to (\$16,065)	\$0 to (\$16,065)
<u>Loss - DHSS (§193.265)</u>			
Reduction in birth certificate fee revenue	<u>\$0 to (\$10,710)</u>	<u>\$0 to (\$12,852)</u>	<u>\$0 to (\$12,852)</u>
<b>ESTIMATED NET EFFECT ON THE GENERAL REVENUE FUND</b>	<b><u>\$0 to (\$24,098)</u></b>	<b><u>\$0 to (\$28,917)</u></b>	<b><u>\$0 to (\$28,917)</u></b>
<b>MISSOURI PUBLIC HEALTH SERVICE FUND (#0298)</b>			
<u>Transfer-in - DHSS (§193.265)</u>			
Transfer-in from General Revenue for maintenance of MoEVR to replace fees lost due to free birth certificates	\$0 to \$13,388	\$0 to \$16,065	\$0 to \$16,065
<u>Loss - DHSS (§193.265)</u>			
Reduction in birth certificate fee revenue	<u>\$0 to (\$13,388)</u>	<u>\$0 to (\$16,065)</u>	<u>\$0 to (\$16,065)</u>
<b>ESTIMATED NET EFFECT ON THE MISSOURI PUBLIC HEALTH SERVICES FUND</b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>

<u>FISCAL IMPACT - State Government</u>	FY 2021 (10 Mo.)	FY 2022	FY 2023
<b>ENDOWED CARE CEMETERY AUDIT FUND (#0562)</b>			
<u>Loss - DHSS (\$193.265)</u>			
Reduction in birth certificate fee revenue	<u>\$0 to (\$2,678)</u>	<u>\$0 to (\$3,213)</u>	<u>\$0 to (\$3,213)</u>
<b>ESTIMATED NET EFFECT ON THE ENDOWED CARE CEMETERY AUDIT FUND</b>	<b><u>\$0 to (\$2,678)</u></b>	<b><u>\$0 to (\$3,213)</u></b>	<b><u>\$0 to (\$3,213)</u></b>
<b>CHILDREN'S TRUST FUND (#0694)</b>			
<u>Loss - DHSS (\$193.265)</u>			
Reduction in birth certificate fee revenue	<u>\$0 to (\$13,388)</u>	<u>\$0 to (\$16,065)</u>	<u>\$0 to (\$16,065)</u>
<b>ESTIMATED NET EFFECT ON THE CHILDREN'S TRUST FUND</b>	<b><u>(\$0 to \$13,388)</u></b>	<b><u>\$0 to (16,065)</u></b>	<b><u>\$0 to (16,065)</u></b>
 <u>FISCAL IMPACT - Local Government</u>			
	FY 2021 (10 Mo.)	FY 2022	FY 2023
	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>

FISCAL IMPACT - Small Business

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

FISCAL DESCRIPTION

This bill permits a parent of a homeless child, or a homeless or unaccompanied youth, to obtain vital records at no cost. It also enables an unaccompanied youth to be able to obtain a copy of his or her own birth certificate without the consent or signature of a parent or guardian (§193.265).

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

Department of Health and Senior Services  
Adair County Health Department  
Columbia/Boone County Department of Public Health and Human Services  
Cooper County Public Health Center



Julie Morff  
Director  
January 24, 2020



Ross Strobe  
Assistant Director  
January 24, 2020