

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 0198S.01I  
Bill No.: SB 48  
Subject: Education, Elementary and Secondary; Education, Higher; Department of Elementary and Secondary Education; Department of Higher Education and Workforce Development  
Type: Original  
Date: January 13, 2023

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Bill Summary: This proposal establishes the "Save Women's Sports Act" relating to female-only athletics in middle schools, high schools, and colleges.

**FISCAL SUMMARY**

<b>ESTIMATED NET EFFECT ON GENERAL REVENUE FUND</b>			
<b>FUND AFFECTED</b>	<b>FY 2024</b>	<b>FY 2025</b>	<b>FY 2026</b>
General Revenue*	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown
<b>Total Estimated Net Effect on General Revenue</b>	<b>\$0 or Unknown</b>	<b>\$0 or Unknown</b>	<b>\$0 or Unknown</b>

\*The fiscal note reflects the potential withholding of funds from school districts and institutions of higher education if the financial penalty provisions of the bill are enacted. For simplicity, Oversight will reflect the potential withheld payments coming from (remaining in) General Revenue. Oversight assumes the payments withheld could exceed \$250,000.

<b>ESTIMATED NET EFFECT ON OTHER STATE FUNDS</b>			
<b>FUND AFFECTED</b>	<b>FY 2024</b>	<b>FY 2025</b>	<b>FY 2026</b>
University Funds*	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<b>Total Estimated Net Effect on Other State Funds</b>	<b>\$0 or (Unknown)</b>	<b>\$0 or (Unknown)</b>	<b>\$0 or (Unknown)</b>

Oversight assumes the loss could exceed \$250,000.

Numbers within parentheses: () indicate costs or losses.

<b>ESTIMATED NET EFFECT ON FEDERAL FUNDS</b>			
FUND AFFECTED	FY 2024	FY 2025	FY 2026
<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>			
FUND AFFECTED	FY 2024	FY 2025	FY 2026
<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 \$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.

<b>ESTIMATED NET EFFECT ON LOCAL FUNDS</b>			
FUND AFFECTED	FY 2024	FY 2025	FY 2026
<b>Local Government</b>	<b>\$0 or (Unknown)</b>	<b>\$0 or (Unknown)</b>	<b>\$0 or (Unknown)</b>

## **FISCAL ANALYSIS**

### **ASSUMPTION**

Officials from the **Department of Elementary and Secondary Education**, the **Attorney General's Office** and the **Department of Higher Education and Workforce Development** each assume the proposal will have no fiscal impact on their respective organizations.

In response to a similar proposal, SB 2 (2023), officials from **Missouri Western State University** stated, if enacted, the impact is zero (not implemented) or up to Missouri Western State University's state appropriations (implemented), including the annual core appropriation (FY23 amount = \$24,315,659) and funds for capital improvements.

Officials from the **University of Central Missouri** state there is the potential for an indeterminate fiscal impact.

Officials from the **Northwest Missouri State University** assume the proposal will have no fiscal impact on their organization. This proposal could have political/social implications because of the fallout of not allowing a transgender athlete, but financially this bill would prohibit it.

In response to a similar proposal, SB 781 (2022), officials from the **University of Missouri System** and the **St. Charles Community College** each assumed the proposal would have no fiscal impact on their respective organizations.

**Oversight** notes transgender student participation in interscholastic sports is regulated by school districts and the Missouri State High School Activities Association (MSHSAA). Per the [MSHSAA](#) Handbook the Board Policy on Transgender Participation is as follows;

“A transgender student must meet the following in order to participate in sex-separated interscholastic sports so long as the athlete’s use of medical/hormone therapy is consistent with current medical standards:

**No Medical/Hormone Treatment:** Any transgender student-athlete who is not taking medical/hormone treatment related to gender transition may commence and continue interscholastic participation in sex-separated sports in accordance with his or her assigned birth gender.

- A trans male (female to male) student-athlete who is not taking medical/hormone treatment related to gender transition may participate in co-ed sports and may apply to participate in boys sports. Once the student participates in a boys’ sport,

he shall participate consistently with that gender for the remainder of his interscholastic eligibility.

- A trans female (male to female) student-athlete who is not taking medical/hormone treatments related to gender transition may not compete on a girls' team, but may participate in co-ed and boys sports. (See also By-Law 3.20.)

#### **Receiving Medical/Hormone Treatment:**

- A trans male (female to male) student-athlete who has commenced medical/hormone treatment with prescribed drugs for diagnosed gender dysphoria and/or transsexualism, may compete on a boys' team, but is no longer eligible to compete on a girls' team without changing that team status to a co-ed team. (See also By-Law 3.20.d.)
- A trans female (male to female) student-athlete being treated with hormone suppression medication for diagnosed gender dysphoria and/or transsexualism may continue to compete on a boys' team but may not compete on a girls' team, without changing it to a co-ed team, until one calendar year of documented medical/hormone treatment and/or suppression is completed. To maintain eligibility, a trans female student shall thereafter provide continuing medical documentation that the appropriate hormone levels are being maintained."

**Oversight** notes transgender student participation in intercollegiate sports is regulated by National Collegiate Athletic Association (NCAA). Per the by-laws of the [HYPERLINK](#) "<https://www.mshsaa.org/resources/pdf/Official%20Handbook.pdf>" [MSHSAANCAA](#):

"The following policies clarify participation of transgender student-athletes undergoing hormonal treatment for gender transition:

- A trans male (FTM) student-athlete who has received a medical exception for treatment with testosterone for diagnosed Gender Identity Disorder or gender dysphoria and/or Transsexualism, for purposes of NCAA competition may compete on a men's team, but is no longer eligible to compete on a women's team without changing that team status to a mixed team.
- A trans female (MTF) student-athlete being treated with testosterone suppression medication for Gender Identity Disorder or gender dysphoria and/or Transsexualism, for the purposes of NCAA competition may continue to compete on a men's team but may not compete on a women's team without changing it to a mixed team status until completing one calendar year of testosterone suppression treatment.

Any transgender student-athlete who is not taking hormone treatment related to gender transition may participate in sex-separated sports activities in accordance with his or her assigned birth gender.

- A trans male (FTM) student-athlete who is not taking testosterone related to gender transition may participate on a men's or women's team.
- A trans female (MTF) transgender student-athlete who is not taking hormone treatments related to gender transition may not compete on a women's team.”

**Oversight** assumes this proposal prohibits public or private schools and public or private institutions of postsecondary education from allowing biological males as assigned at birth to play on sports teams designated for women. Entities that violate this proposal are not eligible for moneys appropriated by the general assembly.

**Oversight** notes the foundation formula payments for school districts is estimated at \$3,561,737,794 for FY 2024 per the DESE Budget Request for FY 2024.

**Oversight** notes the following appropriations for FY 2023 to postsecondary institutions:

Institution	Appropriation
Community Colleges	\$174,863,323
State Technical College of Missouri	\$8,494,011
UCM	\$60,711,063
Southeast Missouri State University	\$50,371,167
Missouri State University	\$103,242,970
Lincoln University	\$29,183,697
Truman State University	\$45,734,649
Northwest Missouri State University	\$34,336,363
Missouri Southern State University	\$30,874,099
Missouri Western State University	\$24,640,659
Harris-Stowe State University	\$12,634,137
University of Missouri System	\$463,876,797

\*Source: TAFP HB 3003 (2022). Actual appropriations amounts may differ based on withhold.

**Oversight** assumes there could be a loss to public schools, colleges and universities that fail to comply with the requirements in the proposal. The penalty would be any moneys appropriated by the general assembly. Based on amounts appropriated, **Oversight** assumes the loss could exceed \$250,000.

**Oversight** received a limited number of responses from school districts, colleges and universities related to the fiscal impact of this proposal. **Oversight** has presented this fiscal note on the best current information available. 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.

**Oversight** only reflects the responses received from state agencies and political subdivisions; however, other school districts, colleges and universities were requested to respond to this

proposed legislation but did not. A listing of political subdivisions included in the Missouri Legislative Information System (MOLIS) database is available upon request.

<u>FISCAL IMPACT – State Government</u>	FY 2024 (10 Mo.)	FY 2025	FY 2026
<b>GENERAL REVENUE</b>			
<u>Revenue Gain</u> - from funding withheld from school districts and charter schools for violating section §167.780	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown
<u>Revenue Gain</u> - from funding withheld from colleges and universities for violating section §167.780	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown
<u>Revenue Gain</u> - from funding withheld from community colleges for violating section §167.780	\$0 or Unknown	\$0 or Unknown	\$0 or Unknown
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<u>\$0 or Unknown</u>	<u>\$0 or Unknown</u>	<u>\$0 or Unknown</u>
<b>UNIVERSITY FUNDS</b>			
<u>Loss</u> - funding withheld for violating section §167.780	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<b>ESTIMATED NET EFFECT ON UNIVERSITY FUNDS</b>	<u>\$0 or (Unknown)</u>	<u>\$0 or (Unknown)</u>	<u>\$0 or (Unknown)</u>

<u>FISCAL IMPACT – Local Government</u>	FY 2024 (10 Mo.)	FY 2025	FY 2026
<b>LOCAL POLITICAL SUBDIVISIONS</b>			
<u>Loss</u> - School Districts & Charter Schools - funding withheld for violating section §167.780	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<u>Loss</u> - Community Colleges - funding withheld for violating section §167.780	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
<b>ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS</b>	<b>\$0 or (Unknown)</b>	<b>\$0 or (Unknown)</b>	<b>\$0 or (Unknown)</b>

FISCAL IMPACT – Small Business

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

FISCAL DESCRIPTION

This act establishes the "Save Women's Sports Act."

No athletic team or sport designated for biological females, as defined in the act, shall be open to students that are biological males, as defined in the act.

No governmental entity, licensing or accrediting organization, or athletic association or organization shall take any adverse action, as described in the act, against a school for maintaining separate interscholastic or intramural athletic teams or sports for students that are biological females.

No public or private middle school or high school or a public or private institution of postsecondary education that has biological males playing biological female's sports shall be eligible for money appropriated by the General Assembly.

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 Elementary and Secondary Education

Department of Higher Education and Workforce Development

Attorney General's Office

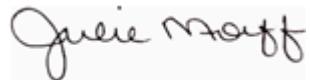
University of Missouri System

University of Central Missouri

Northwest Missouri State University

Missouri Western State University

St. Charles Community College



Julie Morff

Director

January 13, 2023



Ross Strope

Assistant Director

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