

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 5599S.01I
Bill No.: SB 1011
Subject: Civil Procedure; Courts; Federal - State Relations
Type: Original
Date: January 13, 2026

Bill Summary: This proposal provides that certain international organizations shall have no jurisdiction in this state and creates the "No Shari'a Act" regarding enforcement of certain foreign laws in this state.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND

FUND AFFECTED	FY 2027	FY 2028	FY 2029
Total Estimated Net Effect on General Revenue	\$0	\$0	\$0

ESTIMATED NET EFFECT ON OTHER STATE FUNDS

FUND AFFECTED	FY 2027	FY 2028	FY 2029
Total Estimated Net Effect on <u>Other</u> State Funds	\$0	\$0	\$0

Numbers within parentheses: () indicate costs or losses.

ESTIMATED NET EFFECT ON FEDERAL FUNDS

FUND AFFECTED	FY 2027	FY 2028	FY 2029
Federal*	\$0 to (\$49,833,333)	\$0 to (\$59,800,000)	\$0 to (\$59,800,000)
Total Estimated Net Effect on <u>All</u> Federal Funds	\$0 to (\$49,833,333)	\$0 to (\$59,800,000)	\$0 to (\$59,800,000)

*Potential loss of IV-D funding by DSS for non-compliance with Hague Convention rules.

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)

FUND AFFECTED	FY 2027	FY 2028	FY 2029
Total Estimated Net Effect on FTE	0	0	0

☒ 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
Local Government	\$0	\$0	\$0

FISCAL ANALYSIS

ASSUMPTION

§§1.037 and 1.202 – “No Shari'a Act” Regarding Enforcement of Certain Foreign Laws

Officials from the **Department of Social Services (DSS)** state the proposed new §1.037 provides that the World Health Organization, the United Nations, the World Economic Forum, and other international organization or body shall have no jurisdiction or power within Missouri. No rule, regulation, fee, tax, policy or mandate of the World Health Organization, the United Nations, the World Economic Forum, or any other international organization or body shall be enforced or implemented by the state of Missouri or any agency, department, board or commission of the state of any municipality or other political subdivision of the state.

Proposed new §1.202.1 creates the “No Shari’a Act”. Proposed 1.202.2 defines “foreign law” as any law, legal code, or system derived from a jurisdiction outside the United States or its territories, including religious law when invoked as a substitute for a state or federal law. “Fundamental rights” are defined as rights guaranteed by the constitution of the state of Missouri and the Constitution of the United States, including but not limited to, due process, equal protection, freedom of religion, freedom of speech, and rights related to marriage, child custody and property.

Proposed 1.202.3 of the Act states that no court shall enforce a judgment, decree, or arbitration decision if it relies, in whole or in part, on Shari’a or any foreign law that violates the constitutional rights of any party. A contract provision choosing foreign law shall be valid unless enforcement would result in violation of constitutional rights. In matters involving marriage, divorce, child custody, adoption or inheritance, no court shall apply or enforce foreign law if inconsistent with fundamental rights or public policy.

Income Maintenance (IM) Response:

The provisions of this bill do not affect any provisions relating to eligibility for any benefits from any program the Family Support Division (FSD) Income Maintenance (IM) administers. Therefore, there is no fiscal impact to FSD IM.

Rehabilitation Services for the Blind (RSB) Response:

Rehabilitation Services for the Blind (RSB) does not anticipate a fiscal impact due to this legislation.

Child Support (CS) Response:

§1.037 - The Hague Conference on Private International Law (HCCH) is the international intergovernmental organization that developed and implemented the 2007 Hague Convention on

the International Recovery of Child Support and Other Forms of Family Maintenance (Convention) for consistency and standard procedures in international child support case processing. The United States joined the Convention developed by HCCH in 2017 and mandated that all states enact UIFSA 2008 which contains the Convention provisions as a condition of federal funding.

The HCCH issues ongoing policies, protocols and notifications to central authorities in Convention member countries, including the United States, related to the Convention provisions. If HCCH is considered to be an “international organization or body” under the provisions of §1.037, it appears the Family Support Division (FSD) child support (CS) program could not enforce or implement any policy or mandate issued by the HCCH in regard to the Convention.

[Section 459A of the Social Security Act](#) grants authority for the United States to designate foreign treaty countries for reciprocal arrangements for the establishment and enforcement of child support orders. In Section 459A, the term “foreign treaty country” means a foreign country for which the 2007 Family Maintenance Convention is in effect. [45 CFR 302.36](#) requires that the Title IV-D state plan provide that the State will extend the full range of services under its IV-D plan to any country defined in [45 CFR 301.1](#). [45 CFR 301.1](#) defines “Country” as a foreign country (or political subdivision of) declared to be an FRC under section 459A of the Act and any foreign country (or political subdivision of) with which the State has entered a reciprocal arrangement for the establishment and enforcement of support obligations consistent with federal law pursuant to section 459(A) of the Act.

If proposed 1.037 is interpreted to not allow the FSD CS program to enforce or implement Convention provisions as issued by the HCCH, Missouri could have IV–D state compliance implications. Title IV-D state plan noncompliance will result in the loss of federal funding for the state’s child support program (\$59.8 million for FY 2025). Having an approved Title IV–D state plan is a condition of eligibility for a Temporary Assistance for Needy Families (TANF) block grant under Title IV–A of the Social Security Act. If the Federal government determines Missouri’s IV–D state plan is noncompliant, Missouri’s TANF funding (\$216.3 million) could potentially be reduced. FSD is unsure how much the reduction in funding would amount to; therefore, this amount is not included in the overall fiscal impact of this legislation. In order to continue the CS program services at its current level, any loss of federal funding would have to be replaced with general revenue. Therefore, the fiscal impact of non–compliance would range from \$0 to \$59.8 million in general revenue.

The fiscal impact to the FSD CS program under proposed §1.037 is **\$0 to \$59.8 million**.

§1.202 - The FSD CS program is not involved with child custody, adoption or inheritance determinations referenced in this bill; however, the FSD CS program enforces support provisions in dissolutions and other judgments entered in foreign countries in accordance with federal law. The FSD child support CS program currently works international child support cases with foreign support orders as required under the Uniform Interstate Family Support Act (UIFSA). Federal law mandates that all states enact the 2008 version of UIFSA as a condition of federal funding. UIFSA is the intergovernmental child support law used to establish, enforce and modify

child support orders when parties live in different states or a different country. UIFSA 2008 specifically contains specialized rules and standard procedures for processing international cases that FSD CS must adhere to. Missouri's UIFSA law is cited in sections 454.1000 through 454.1728, RSMo.

There are currently 53 foreign countries that have child support reciprocity agreements with the United States pursuant to [Section 459A of the Social Security Act](#) as either a fellow member of the Hague Child Support Convention or as a foreign reciprocating country (FRC) that has a bilateral arrangement with the United States but that has not joined the Hague Convention.

UIFSA contains provisions to protect fundamental rights and public policy. Fundamental components of UIFSA include ensuring jurisdictional components are met, ensuring individuals in a support proceeding receive proper notice and an opportunity to be heard, providing opportunities to challenge foreign support orders through the registration process and allowing a tribunal to refuse to enforce a foreign order if it is manifestly incompatible with public policy".

All foreign support orders must be registered in the Missouri court prior to enforcement. A respondent can timely challenge the enforcement of a support order issued by a FRC based on the allowable defenses found in [UIFSA Section 607](#) which are found in corresponding §454.1650, RSMo. A respondent can timely challenge and the court refuse recognition and enforcement of a Convention support order based on the allowable grounds under [UIFSA Section 708](#) which are found in corresponding 454.1701, RSMo.

If the respondent successfully contests a registration of a foreign support order in the Missouri court based on one of the allowable defenses, FSD CS will not enforce the foreign support order and proceed with establishment of a new order, if appropriate.

As FSD CS is required to follow UIFSA law and the provisions contained in UIFSA currently protect fundamental rights and align with public policy when working cases involving foreign support orders, the FSD program would not be impacted by the provisions of this proposed legislation.

There is no fiscal impact to FSD CS under the provisions of 1.202.

The total fiscal impact to the FSD CS program under the provisions of this proposed legislation is up to \$59.8 million general revenue.

Oversight has no information to the contrary. Therefore, Oversight will present the fiscal impact of this proposal as a \$0 to \$59.8 million loss of Federal Funds.

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 Labor and Industrial Relations, Department of Revenue, Department of Public Safety – Director’s Office and Missouri Highway Patrol, Office of the Governor, Missouri Department of Conservation, Missouri Department of Transportation, Office of Administration, Office of the State Courts Administrator, Office of the Secretary of State, University of Missouri System, City of Kansas City, Phelps County Sheriff, Blue Springs Police Department, Kansas City Police Department, St. Louis County Police Department, Little Blue Valley Dewer District, Metropolitan St. Louis Sewer District, South River Drainage District, Wayne County Public Water Supply District #2, Northwest Missouri State University and the University of Central Missouri** each assume the proposal will have no fiscal impact on their respective organizations. **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, various county officials, nursing homes, local law enforcement agencies, fire protection districts, ambulance & EMS, schools and charter schools, utilities, hospitals, colleges and universities, and electric companies and coops 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
FEDERAL FUNDS			
<u>Loss – DSS (§1.037) Potential reduction in funds due to non-compliance with Title IV-D/ Hague Convention p.4-5</u>	\$0 to <u>(\$49,833,333)</u>	\$0 to <u>(\$59,800,000)</u>	\$0 to <u>(\$59,800,000)</u>
ESTIMATED NET EFFECT ON FEDERAL FUNDS	\$0 to <u>(\$49,833,333)</u>	\$0 to <u>(\$59,800,000)</u>	\$0 to <u>(\$59,800,000)</u>

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

FISCAL IMPACT – Small Business

This proposal could have an impact on small business daycare centers if federal IV-D funding is reduced.

FISCAL DESCRIPTION

This act provides that certain international organizations or bodies, such as the World Health Organization, the United Nations, and the World Economic Forum, shall have no jurisdiction or power within the state of Missouri. No rule, regulation, policy, or mandate of any kind from such organizations shall be enforced or implemented by any state or local public body.

This act creates the "No Shari'a Act". No court shall enforce a judgment, decree, or arbitration decision if it relies on Shari'a or any foreign law that violates the constitutional rights of any party. A contract provision choosing foreign law shall be valid unless enforcement would result in a violation of constitutional rights. Finally, in family law matters, no court shall apply or enforce foreign law if inconsistent with fundamental rights or public policy.

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 Labor and Industrial Relations
Department of Revenue
Department of Public Safety –
 Director's Office
 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 Secretary of State

University of Missouri System
City of Kansas City
Phelps County Sheriff
Blue Springs Police Department
Kansas City Police Department
St. Louis County Police Department
Little Blue Valley Sewer District
Metropolitan St. Louis Sewer District
South River Drainage District
Wayne County Public Water Supply District #2
Northwest Missouri State University
University of Central Missouri



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January 13, 2026



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January 13, 2026