

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 3030-01
Bill No.: HB 1262
Subject: Elementary and Secondary Education, Department of; Teachers
Type: Original
Date: January 22, 2020

Bill Summary: This proposal requires school districts to provide instruction in cursive writing.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND			
FUND AFFECTED	FY 2021	FY 2022	FY 2023
General Revenue	\$0	\$0	\$0
Total Estimated Net Effect on General Revenue	\$0	\$0	\$0

ESTIMATED NET EFFECT ON OTHER STATE FUNDS			
FUND AFFECTED	FY 2021	FY 2022	FY 2023
Total Estimated Net Effect on <u>Other</u> State Funds	\$0	\$0	\$0

Numbers within parentheses: () indicate costs or losses.
This fiscal note contains 6 pages.

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

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

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

ESTIMATED NET EFFECT ON LOCAL FUNDS			
FUND AFFECTED	FY 2021	FY 2022	FY 2023
School Districts	(\$2,163,774) to (\$9,216,152)	(\$2,163,774) to (\$9,216,152)	(\$2,163,774) to (\$9,216,152)

FISCAL ANALYSIS

ASSUMPTION

Officials from the **Department of Elementary and Secondary Education** stated this proposal has no direct fiscal impact on their agency.

Officials from the **Office of the Secretary of State (SOS)** say many bills considered by the General Assembly include provisions allowing or requiring agencies to submit rules and regulations to implement the act. The SOS is provided with core funding to handle a certain amount of normal activity resulting from each year's legislative session. The fiscal impact for this fiscal note to the SOS for Administrative Rules is less than \$5000. The SOS recognizes that this is a small amount and does not expect that additional funding would be required to meet these costs. However, the SOS also recognizes that many such bills may be passed by the General Assembly in a given year and that collectively the costs may be in excess of what the office can sustain with the core budget. Therefore, the SOS reserves the right to request funding for the cost of supporting administrative rules requirements should the need arise based on a review of the finally approved bills signed by the governor.

Although **JCAR** did not respond to this proposal's request for fiscal impact, it said that a similar proposal, HB 54 (2019) was not anticipated to cause a fiscal impact beyond their appropriation.

Because **Oversight** has no conflicting information, this fiscal note shows no direct fiscal impact for these agencies.

Oversight notes that no school districts responded to a request for the fiscal impact of this legislation. However, a fiscal note for Wisconsin's AB-0459, 19-4065/1 reviewed a proposal requiring students to write cursive by the 5th grade. Oversight adopts their per-unit material cost ranges, and their assumption that it takes three years to teach cursive. Texas' curriculum specifies that cursive is taught across three years.

Wisconsin AB-0459 found:

Handwriting without Tears (producer of widely used workbooks for students and teacher's guides) offers disposable (used for one year) cursive materials for \$10 per child.

McGraw Hill offers a cursive writing program that is \$159.51 for a "teacher presentation book".

CursiveLogic offers workbooks (\$34.95 for a Level 1 workbook) and professional learning webinars for educators (\$25.00 per participant).

A per-student cost is estimated at \$10 to \$35, annually; and a per-teacher cost is estimated at \$25 to \$160, annually.

ASSUMPTION (continued)

In the 2018-19 school year, there were 339,806 1st through 5th grade students in Missouri's public and charter schools. Assuming cursive is taught for three consecutive grade levels, based on the 2018-19 school year, the average number of students per three year consecutive grade band ranges between 199,733 and 207,516 students. To establish the student material cost ranges:

$$\begin{array}{r} \underline{199,733 \text{ students}} \\ \text{X } \$10 \text{ (lowest cost per-student materials)} \\ \hline = \quad \$1,997,330 \text{ (lowest projected cost of student materials)} \end{array}$$

$$\begin{array}{r} \underline{207,516 \text{ students}} \\ \text{X } \$35 \text{ (highest cost per-student materials)} \\ \hline = \quad \$7,263,060 \text{ (highest projected cost of student materials)} \end{array}$$

For student materials, annual proposal costs range from \$1,997,330 to \$7,263,060.

To determine how many copies of teacher materials are needed, Oversight will take the number of students to be taught, and divide them by the MSIP requirements for class size.

DESE's MSIP 6's "recommended standard" limits 1st to 5th grade teachers to between 17 and 22 students, and the "minimum standard" limits teachers to between 25 and 30 students. Assuming each teacher uses the materials once per year, Oversight will show a range of 17-30 students per set of teacher materials. We assume there are no additional staff necessary to implement this proposal. To establish the teacher material cost ranges:

$$\begin{array}{r} \underline{199,733 \text{ students}} \\ / \text{ 30 (DESE minimum standard class size)} \\ \hline = \quad 6,657 \text{ lowest projected number of teachers materials} \end{array}$$

$$\begin{array}{r} \underline{207,516 \text{ students}} \\ / \text{ 17 (DESE recommended standard class size)} \\ \hline = \quad 12,207 \text{ highest projected number of teachers materials} \end{array}$$

AB-0459 found materials cost between \$25 and \$160 per teacher.

ASSUMPTION (continued)

To establish the cost range of teacher materials:

	\$25 (lowest cost per-teacher materials)
X	6,657 (lowest number of teacher materials)
=	\$166,444 (lowest projected total teacher material cost)
	\$160 (highest cost per-teacher materials)
X	12,207 (highest number of teacher materials)
=	\$1,953,091 (highest projected total teacher material cost)

Furthermore, in response to the similar proposal HB 54 (2019), the **Springfield Public Schools** said it would cost \$85,000 in materials, assessments and teacher time.

Using Springfield’s 2018-19 school year, the average number of students per three year consecutive grade band ranges between 5,726 and 6,010 students. Using the same method above, **Oversight** calculated it could cost between \$62,032 and \$266,915 for **Springfield Public Schools** to implement this proposal. Springfield’s \$85,000 cost for HB 54 (2019) falls within the net fiscal impact range calculated by the method used for the overall costs of this note.

Oversight notes that these numbers would be reduced if materials are re-used, or if schools are already instructing cursive writing.

Oversight only reflects the responses that we have received from state agencies and political subdivisions; however, school districts were requested to respond to this proposed legislation but none did. 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
	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>

<u>FISCAL IMPACT - Local Government</u>	FY 2021 (10 Mo.)	FY 2022	FY 2023
SCHOOL DISTRICTS			
<u>Cost</u> - Teacher materials for cursive writing	(\$166,444) to (\$1,953,091)	(\$166,444) to (\$1,953,091)	(\$166,444) to (\$1,953,091)
<u>Cost</u> - Student materials for cursive writing	(\$1,997,330) to (\$7,263,060)	(\$1,997,330) to (\$7,263,060)	(\$1,997,330) to (\$7,263,060)
NET FISCAL IMPACT ON SCHOOL DISTRICTS	<u>(\$2,163,774) to</u> <u>(\$9,216,152)</u>	<u>(\$2,163,774) to</u> <u>(\$9,216,152)</u>	<u>(\$2,163,774) to</u> <u>(\$9,216,152)</u>

FISCAL IMPACT - Small Business

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


FISCAL DESCRIPTION


This proposal requires schools to ensure that their students can write legible cursive by the end of the fifth grade, and pass a cursive proficiency exam. It also allows DESE to promulgate rules to implement the requirements.

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
Office of the Secretary of State
Springfield Public Schools


Julie Morff
Director
January 22, 2020


Ross Strope
Assistant Director
January 22, 2020