

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 4091H.011
 Bill No.: HB 2217
 Subject: Elementary and Secondary Education; Department of Elementary and Secondary Education; Department of Higher Education and Workforce Development; Higher Education
 Type: Original
 Date: January 21, 2026

Bill Summary: This proposal establishes transparency requirements for textbooks and curricula.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND

FUND AFFECTED	FY 2027	FY 2028	FY 2029
General Revenue*	(\$4,761,838)	(\$1,663,500)	(\$1,698,969)
Total Estimated Net Effect on General Revenue	(\$4,761,838)	(\$1,663,500)	(\$1,698,969)

*Oversight reflects four (4) FTE for DESE and two (2) FTE for DHEWD in addition to significant OA-ITSD costs.

ESTIMATED NET EFFECT ON OTHER STATE FUNDS

FUND AFFECTED	FY 2027	FY 2028	FY 2029
College and Universities	(Unknown, could be substantial)	(Unknown, could be substantial)	(Unknown, could be substantial)
Total Estimated Net Effect on <u>Other</u> State Funds	(Unknown, could be substantial)	(Unknown, could be substantial)	(Unknown, could be substantial)

Numbers within parentheses: () indicate costs or losses.

ESTIMATED NET EFFECT ON FEDERAL FUNDS

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

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)

FUND AFFECTED	FY 2027	FY 2028	FY 2029
General Revenue	6 FTE	6 FTE	6 FTE
Total Estimated Net Effect on FTE	6 FTE	6 FTE	6 FTE

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	(Unknown, could be substantial)	(Unknown, could be substantial)	(Unknown, could be substantial)

FISCAL ANALYSIS

ASSUMPTION

§161.852 - Charlie Kirk Viewpoint Diversity and Transparency Act

Officials from **Department of Elementary and Secondary (DESE)** assume that curriculum and source materials would include, but not be limited to, textbooks, lectures, readings, multimedia components, and other resources in a class. The collection, categorization, organization, and display of this information would require significant investment in the programming, storage, and maintenance of an online portal.

DESE will need to stand up an entirely new platform, which will take longer to set up than the 2026-27 school year required in Section 161.852.6(4). DESE will need dedicated full-time employee support for the day-to-day operations of the portal. An entirely new group of staff would be responsible for the duties and would be required to oversee the collection, security, and reporting of information obtained within the new portal. Staff would also be responsible for managing updates, processing new users, creating and maintaining training for users, communicating with 550+ LEAs and stakeholders. Based on these assumed responsibilities, DESE estimates 4 FTE would be required but reserves the right to request additional FTE: Research Analyst (\$71,887), Data Systems Administrator (\$100,901), Coordinator (\$100,901), and Director (\$83,134).

Additionally, DESE is a consolidated agency under OA-ITSD. It is assumed that all new IT projects/systems will be bid out because all ITSD resources are at full capacity. Assuming DESE would need a new application, this project would have to be prioritized by DESE to be worked among DESE's other projects, if it passes.

DESE ODSM and DESE Data Governance will define all data elements needed to be captured, provide those to ITSD, which will be used to establish the database table(s) and columns. DESE ODSM will also collect any historical information in a standard data layout, that aligns with the database/columns they define, compile all curriculum, and textbook data from all districts and charters.

The Web application functionality was assumed by ITSD since DESE didn't provide details in what functionality they'd require in their web application. No additional functionality or reporting is assumed in this estimate. Should additions/enhancements to functionality be made by DESE, those efforts will require new estimates.

In addition to these FTE, DESE assumes ITSD will have to contract out services to develop, program, and maintain a statewide database that would house the information required to be included in this platform as all ITSD resources are at full capacity. The estimated costs from OA-ITSD should be a one-time cost of \$2,226,042 and an estimated annual cost of \$456,339 in FY28 and \$467,747 in FY29, not including maintenance rates.

Oversight does not have any information to the contrary. Therefore, Oversight will reflect an impact as estimated by DESE in the fiscal note for their agency.

Officials from **Highpoint R-III School District** assume the proposal will have a fiscal impact on their organization but did not provide any additional information.

Oversight is unable to estimate how much staff time, administrative effort, and technology would be required to comply with this proposal as each school district will have specific needs. Therefore, Oversight will show an unknown cost to local education authorities that could be substantial.

§173.925 - Charlie Kirk Viewpoint Diversity and Transparency Act

Officials from **Department of Higher Education and Workforce Development (DHEWD)** assume §173.925 will require institutions of higher education to submit to DHEWD information about all college textbooks, integrated textbooks, products and supplemental materials used for each course of study offered by such institution. These terms are broad and should be better defined.

This section requires the program to be set up and functional by the 2026-27 school year. This timeline is not feasible given the amount of planning and ITSD implementation required.

To collect the required course information and textbook/product/supplemental material information from all 27 public institutions every six months will require two full-time Senior Program Specialists to (1) create the data collection template, (2) work with all the institutions on data definitions and submission timelines, (3) partner with ITSD on the development of the searchable database, (4) continually clean the data to make sure it is accurate and posting correctly to the website, and (5) respond to queries or issues from faculty across the state. Starting salary for each Senior Program Specialist is assumed at the average of current salaries of similar position: $\$61,531.51 * 2 = \$123,063$ per year for FY27. A 2% inflation rate was assumed for subsequent years. According to ITSD, the cost of a laptop, monitor, docking station, etc. for each new position is $\$1,782 * 2 = \$3,564.78$. A second monitor is $\$161.20 * 2 = \322.40 . Ongoing ITSD expenses for licenses, etc. is $\$3,477.98$ per year $* 2$ FTE = $\$6,955.96$. Each position would be budgeted $\$5,000$ per year for annual E&E, including training, travel and supplies. DHEWD would require additional budget authority to absorb these expenses.

ITSD or a contracted entity will need to (1) create an online portal where faculty can submit information related to each of their courses, (2) ensure login capabilities for administrators or other institutional staff to verify compliance across the institution, (3) develop the searchable database that can house both the course information and the textbook information, (4) allow for data integrations with repositories of books using ISBN numbers or other identifying numbers, (5) develop reporting capabilities for all user types - those on the backend of the system and members of the public who are using the searchable database, and (6) store the massive amounts

of data that will come in through each reporting cycle. ITSD estimates the initial development cost of such a system at \$1,830,276, with ongoing support costs of \$375,207 in FY28 and \$384,587 in FY29. DHEWD and ITSD would require additional budget authority to absorb these expenses.

Oversight does not have any information to the contrary. Therefore, Oversight will reflect an impact as estimated by DHEWD in the fiscal note for their agency.

Officials from **University of Missouri** anticipate that this legislation will create new administrative responsibilities for faculty and staff, including the possibility of new staff hires. The specific fiscal impact is difficult to predict but could exceed \$100,000 in reallocated faculty/staff time.

Officials from **University of Central Missouri** assume there will be an indeterminate fiscal impact with significant costs.

Officials from **Northwest Missouri State University** assume the proposal will have no fiscal impact on their organization.

Oversight is unable to estimate how much staff time, administrative effort, and technology would be required to comply with this proposal as each college and university will have specific needs. Therefore, Oversight will show an unknown cost to colleges, universities, and community colleges that could be substantial.

Oversight only reflects the responses that we have 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. 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.

Rule Promulgation

Officials from the **Joint Committee on Administrative Rules** assume this proposal is not anticipated to cause a fiscal impact beyond its current appropriation.

Officials from the **Office of the Secretary of State (SOS)** note 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 \$5,000. 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 its 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.

<u>FISCAL IMPACT – State Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
GENERAL REVENUE			
<u>Cost – DESE (§161.852) p.3</u>			
Personal Service	(\$297,353)	(\$363,959)	(\$371,239)
Fringe Benefits	(\$174,049)	(\$211,728)	(\$214,656)
Expense & Equipment	(\$45,075)	(\$30,290)	(\$30,896)
<u>Total Costs – DESE</u>	<u>(\$516,477)</u>	<u>(\$605,977)</u>	<u>(\$616,791)</u>
FTE Change – DESE	4 FTE	4 FTE	4 FTE
<u>Cost – DESE/ITSD (§161.852) Consultants p.3</u>	(\$2,226,042)	(\$456,339)	(\$467,747)
<u>Cost – DHEWD (§173.925) p.4</u>			
Personal Service	(\$102,553)	(\$125,524)	(\$128,035)
Fringe Benefits	(\$68,473)	(\$83,158)	(\$84,168)
Expense & Equipment	(\$18,017)	(\$17,295)	(\$17,641)
<u>Total Costs – DHEWD</u>	<u>(\$189,043)</u>	<u>(\$225,977)</u>	<u>(\$229,844)</u>
FTE Change - DHEWD	2 FTE	2 FTE	2 FTE
<u>Cost – DHEWD/OA-ITSD (§173.925) Development and maintenance of data system p.5</u>	(\$1,830,276)	(\$375,207)	(\$384,587)
ESTIMATED NET EFFECT ON GENERAL REVENUE	<u>(\$4,761,838)</u>	<u>(\$1,663,500)</u>	<u>(\$1,698,969)</u>
Estimated Net FTE Change on General Revenue	6 FTE	6 FTE	6 FTE
COLLEGE AND UNIVERSITIES			
<u>Cost – College and universities (§173.925) Administrative and data collection costs to implement p.5</u>	(Unknown, could be substantial)	(Unknown, could be substantial)	(Unknown, could be substantial)

<u>FISCAL IMPACT – State Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
ESTIMATED NET EFFECT ON GENERAL REVENUE	(Unknown, could be <u>substantial</u>)	(Unknown, could be <u>substantial</u>)	(Unknown, could be <u>substantial</u>)

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
LOCAL POLITICAL SUBDIVISIONS			
<u>Cost – School districts (\$161.852)</u> Administrative and data collection costs to implement p.4	(Unknown, could be <u>substantial</u>)	(Unknown, could be <u>substantial</u>)	(Unknown, could be <u>substantial</u>)
<u>Cost – Community colleges (\$173.925)</u> Administrative and data collection costs to implement p.5	(Unknown, could be <u>substantial</u>)	(Unknown, could be <u>substantial</u>)	(Unknown, could be <u>substantial</u>)
ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS	(Unknown, could be <u>substantial</u>)	(Unknown, could be <u>substantial</u>)	(Unknown, could be <u>substantial</u>)

FISCAL IMPACT – Small Business

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

FISCAL DESCRIPTION

This bill creates the "Charlie Kirk Viewpoint Diversity and Transparency Act".

Beginning in the 2026-27 school year, the Department of Elementary and Secondary Education will develop an easy-to search database tool that provides access to the course syllabus, curricula, and textbook information for each school district in the State.

School districts must submit updates every six months and DESE will update and maintain the tool monthly. Specific information required for each item is provided in the bill and includes internet links to curriculum and bibliographic information for textbooks.

The bill also requires that public institutions of higher education provide access to information about college textbooks and materials used in courses offered by the institutions. Each institution must establish an easy-to-search database tool that will provide access to the course syllabus and

textbook information for each course of study. Faculty members must update the database, and institutions must update at least every six months.

Protections for copyright are also provided in the bill.

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
Office of the Secretary of State
University of Missouri System
High Point R-III School District
Northwest Missouri State University
University of Central Missouri
Joint Committee on Administrative Rules



Julie Morff
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January 21, 2026



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January 21, 2026