

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 4925H.01I

Bill No.: HB 2115

Subject: Elementary and Secondary Education; Teachers; Children and Minors

Type: Original

Date: January 2, 2026

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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 2027	FY 2028	FY 2029
<b>Total Estimated Net Effect on General Revenue</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

**ESTIMATED NET EFFECT ON OTHER STATE FUNDS**

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

Numbers within parentheses: () indicate costs or losses.

**ESTIMATED NET EFFECT ON FEDERAL FUNDS**

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

**ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
<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.

**ESTIMATED NET EFFECT ON LOCAL FUNDS**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
<b>Local Government</b>	<b>\$0 or (Less than \$3,492,828)</b>	<b>\$0 or (Less than \$3,492,828)</b>	<b>\$0 or (Less than \$3,492,828)</b>

## **FISCAL ANALYSIS**

### **ASSUMPTION**

#### **§170.025 – Instruction in Cursive Writing**

Officials from the **Department of Elementary and Secondary Education** assume the proposal will have no 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 to this agency.

In response to similar legislation, HB 1876 (2026), officials from the **High Point R-III School District** assumed the proposal would have a fiscal impact on their organization.

In response to similar legislation, HB 1237 (2025), officials from **Washington School District** assumed they will need to write a scope/sequence of instruction, purchase a resource to formally teach cursive, and train teachers on that resource \$70,000 every 5 years.

In response to similar legislation, HB 54 (2019), officials from **Springfield Public Schools** stated it would cost \$85,000 in materials, assessments and teacher time.

In response to similar legislation, HB 108 (2021), officials from the **Bowling Green R-1 School District** stated this proposal is redundant. This is already a communications arts standard in Missouri that requires students in 2nd and 3rd grade to write legibly (print, cursive).

In response to similar legislation, HB 108 (2021), officials from the **Fordland R-III School District** and **Shell Knob 78 School District** each assumed the proposal would have no fiscal impact on their respective organizations.

**Oversight** notes the [English Language Arts Missouri Learning Standards](#) for K-5 include a standard for Grade 2 and Grade 3 to “write legibly (print, cursive)”.

Based on the cost estimate provided by Washington School District \$14,000 (\$70,000/5) and the district’s 2<sup>nd</sup> and 3<sup>rd</sup> grade enrollment numbers (514), Oversight estimates an annual per student cost of approximately \$27 (\$14,000/514).

The statewide total enrollment as of January 2026 for Grade 2 and Grade 3 is 129,364. Assuming a per student cost of \$27, Oversight estimates the cost to implement this proposal at \$3,492,828. However, Oversight notes some districts indicated there would be no fiscal impact from this proposal; therefore, Oversight will show a cost of \$0 (already providing instruction) or less than \$3,492,828.

Oversight only reflects the responses that we have received from state agencies and political subdivisions; however, other school districts 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)** notes 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 the core budget. Therefore, 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
	<u><b>\$0</b></u>	<u><b>\$0</b></u>	<u><b>\$0</b></u>

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
<b>LOCAL POLITICAL SUBDIVISIONS</b>			
<u>Cost</u> – School districts (§170.025) Implementing cursive writing p.3	\$0 or (Less than <u><b>\$3,492,828</b></u> )	\$0 or (Less than <u><b>\$3,492,828</b></u> )	\$0 or (Less than <u><b>\$3,492,828</b></u> )
<b>ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS</b>	<u><b>\$0 or (Less than \$3,492,828)</b></u>	<u><b>\$0 or (Less than \$3,492,828)</b></u>	<u><b>\$0 or (Less than \$3,492,828)</b></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 requires school districts and charter schools to provide instruction in cursive writing by the end of the fifth grade, including a proficiency test of competency in reading and writing cursive.

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

Joint Committee on Administrative Rules

Bowling Green R-1 School District

Fordland R-III School District

High Point R-III School District

Shell Knob 78 School District

Springfield Public Schools

Washington School District



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January 2, 2026



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January 2, 2026