

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 5744S.05C  
 Bill No.: SCS for HCS for HB Nos. 2230 & 2978  
 Subject: Boards, Commissions, Committees, and Councils; Children and Minors;  
 Elementary and Secondary Education; Department of Elementary and Secondary  
 Education; Science and Technology; Teachers  
 Type: Original  
 Date: May 5, 2026

Bill Summary: This proposal creates provisions relating to elementary and secondary education and establishes the "Student Screen-Time Standards Act" and the "Framework on Classroom Use of Screens Council" or "FOCUS Council" relating to instructional methods in schools.

**FISCAL SUMMARY**

**ESTIMATED NET EFFECT ON GENERAL REVENUE FUND**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
General Revenue*	(Up to \$140,787)	(Up to \$53,500)	(Up to \$53,794)
<b>Total Estimated Net Effect on General Revenue</b>	<b>(Up to \$140,787)</b>	<b>(Up to \$53,500)</b>	<b>(Up to \$53,794)</b>

\*Oversight notes this proposal creates a council composed of 12-15 members provided by DESE. Oversight will show cost associated with council meetings depending on how many members are on the council.

**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 <u>All</u> 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 (Unknown)</b>	<b>\$0 or (Unknown)</b>	<b>\$0 or (Unknown)</b>

\*Oversight notes School districts will need to update or modify their district website to meet the provisions of the proposal. Oversight notes school districts and charter schools must maintain financial ledgers on their website and may lose state aid if they are found to be in violation of a provision in the proposal.

## FISCAL ANALYSIS

### ASSUMPTION

**Oversight** was unable to receive some of the agency responses in a timely manner due to the short fiscal note request time. Oversight has presented this fiscal note on the best current information that we have or on prior year's information regarding a similar bill. Upon the receipt of agency responses, Oversight will review to determine if an updated fiscal note should be prepared and seek approval to publish a new fiscal note.

#### §160.068 - Student Screen-Time Standards Act

**Oversight** notes §160.068 requires elementary school students in kindergarten through grade five in each school district and charter school, excluding virtual school, shall adopt a written screen time and instructional technology policy. In creating the policy, the district or charter school shall consider and document research on best practices in literacy instruction, instructional technology, and assessment and the optimal role for the use of handwriting and cursive writing in promoting literacy for all students. Each elementary school shall publish such policy on such school's website.

Oversight assumes school districts are equipped with the necessary resources to handle the requirements of this provision. Therefore, Oversight will reflect no fiscal impact for school districts.

#### §162.192 – School Financial Ledger

Officials from **Department of Elementary and Secondary Education (DESE)** assume some ITSD cost maybe incurred if this legislation is passed. Modifications to the Annual Secretary of the Board Report (ASBR) also DESE and the Office of Data System Management (ODSM) will collect any historical information in a standard data layout, that aligns with the database/fields they define and compile all data from the school districts.

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

Oversight notes §162.192.10 states if the department finds that any school district or charter school has violated a provision of this section, the department may withhold up to five percent of the state aid to which the school district or charter school is entitled under chapter 160 or 163 for the current school year until the school district or charter school proves to the satisfaction of the department that the school district or charter school is no longer in violation of this section. Oversight notes, for the simplicity of the fiscal note, Oversight assumes school districts and charter schools would satisfy the requirements of the legislation to avoid

state aid withholdings. Therefore, Oversight will reflect no impact on school districts or DESE for this section.

In response to similar legislation, SCS for SB 1029 (2026), officials from the **Office of Attorney General (AGO)** assumed 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.

In response to similar legislation, SCS for SB 1029 (2026), officials from the **Office of the State Courts Administrator** assumed 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 for this agency.

In response to similar legislation, SCS for SB 1029 (2026), officials from **Republic R-III School District** assumed this bill may require school districts to hire an additional person in the business services part of the school district. In the Republic School District, they would likely shift some duties to ensure compliance with the law. These shifts may cause an additional part-time opening which would cost approximately \$30,000. There could be additional costs associated with the State Auditor taking civil action against a district.

In response to similar legislation, SB 1029 (2026), officials from the **Wellington-Napoleon R-IX School District** noted there are already state requirements written in statute on the quarterly and annual reporting of school finance to the state, and public. This information is already readily available on school websites and the DESE site on an annual basis through the ASBR (Annual Secretary of the Board Report).

In response to similar legislation, SB 1029 (2026), officials from the **Sedalia 200 School District** noted that they already are fulfilling the requirements of the proposal and further noted that each month this information is published in the board packet. It is also part of every budget amendment and the final budget amendment.

**Oversight** assumes there is potential for additional IT cost for school districts that would need to update their website to provide a link directly to their district's financial ledger as defined in the proposal. Oversight notes school districts are responsible to update the ledger monthly. Furthermore, they must maintain complete financial ledger data for no fewer than the five prior fiscal years on their website. Therefore, Oversight will show a cost to school districts as zero (school is currently compliant) to unknown cost in the fiscal note.

§186.085 - Literacy Advisory Council

**Oversight** notes §186.085 requires the literacy advisory council established under §186.080 to provide advice on the inclusion of instruction and assessment of cursive writing and reading, including the optimal role for the use of cursive writing and reading in promoting literacy for all students. Such advice shall include recommendations for a related model policy on cursive.

Oversight assumes DESE is able to absorb any cost associated with providing advice as defined in this section. Therefore, Oversight will reflect no fiscal impact for DESE for this section.

§186.095 - Framework on Classroom Use of Screens Council

Officials from **DESE** assume §186.095 calls for the Commissioner of the Department of Elementary and Secondary Education (DESE) to establish a Framework on Classroom Use of Screens Council (FOCUS) consisting of 15 members to meet at least four times a year in its first year and two times per year thereafter and requires DESE to provide all necessary staff and resources for the work of the council. This section requires the council to meet to conduct a comprehensive survey and analysis on screen time and instructional use of technology and to review best practices regarding screen time and technology use in schools. DESE assumes each of these meetings will take 2 days to cover the material called for in and estimates the costs to be \$83,520 in year one and \$41,760 in each succeeding year. DESE also estimates it will need a .5 FTE supervisor position, with an annual salary of \$65,208 along with onetime costs of \$5,082 and an ongoing cost of \$7,424 for expenses and equipment, to provide the necessary staffing to complete the work of the council.

**Oversight** assumes DESE is provided with core funding to handle a certain amount of activity each year. Oversight assumes DESE could absorb the FTE costs related to this proposal. If multiple bills pass which require additional staffing and duties at substantial costs, DESE could request funding through the appropriation process. Officials from the Oversight Division assume the proposal will not require a partial FTE for their organization. However, Oversight will reflect the estimated cost for the meetings as estimated by DESE for their organization.

Oversight notes this proposal requires school districts to publish such policies created to be published on such school's website. Oversight assumes there is potential cost for school districts to update their websites and continued cost to keep the policy updated. Therefore, Oversight will reflect a zero to unknown cost to school districts for updating or changing their website.

Officials from the **Northwest Missouri State University, University of Missouri, Department of Mental Health** and **Missouri Senate** each assumed 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 for these agencies.

In response to a previous version, officials from the **University of Central Missouri** assumed 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 for this agency.

**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)** 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
<b>GENERAL REVENUE</b>			
<u>Cost – DESE (§162.192) OSDM changes p.3</u>	(\$57,267)	(\$11,740)	(\$12,034)
<u>Cost – DESE (§186.095) Council Meeting Costs p.5</u>	(Up to \$83,520)	(Up to \$41,760)	(Up to \$41,760)
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<b>(Up to \$140,787)</b>	<b>(Up to \$53,500)</b>	<b>(Up to \$53,794)</b>

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
<b>LOCAL POLITICAL SUBDIVISIONS</b>			
Cost – School Districts (§162.192) Maintain financial ledger p.3	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
Cost – School Districts (§186.095) Update and modify district website p.5	\$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 on small businesses would be expected as a result of this proposal.

FISCAL DESCRIPTION

**INSTRUCTIONAL METHODS IN SCHOOLS (Sections 160.068, 186.085, and 186.095)**

This act establishes the "Student Screen-Time Standards Act" and creates provisions relating to the use of instructional technology in school districts and charter schools serving students in kindergarten through fifth grade.

The act defines "instructional technology" as including learning devices and platforms such as computers, tablets, Chromebooks, smart devices, and software platforms. The act distinguishes instructional technology from "traditional materials", such as printed books and paper-based educational resources, and from "manipulatives", defined as hands-on physical learning tools.

Before the end of the 2027-28 school year and in all subsequent school years, each school district and charter school shall adopt a written screen time and instructional technology policy for students in kindergarten through grade five. The policy shall establish limits on student screen time and use of instructional technology during the school day; establish limits on the use of school-issued devices outside the school day; establish limits on student access to internet-connected instructional technology; identify the digital platforms used; establish standards and requirements for student use of manipulatives and traditional materials; provide a process for parents to obtain information regarding their child's screen time and instructional technology use, as well as a process for parents to limit or eliminate such use; and provide the research, evidence, and information upon which the policy is based. In creating the policy, the district or charter school shall consider research on best practices in literacy instruction, instructional technology,

assessment, and the optimal role for the use of handwriting and cursive writing in promoting literacy for all students.

Each elementary school shall notify parents and guardians annually of the policy adopted and publish the policy on the school's website. Parents of students in kindergarten through grade five may, upon request, receive information about their child's login time and use of district-provided instructional technology and online learning platforms. Such information shall be made available within a reasonable time and at no cost. The policy shall be periodically updated to incorporate best practices recommendations from the recommended model school board policy provided by the newly created "Framework on Classroom Use of Screens Council" or "FOCUS Council", which is established in the act.

These requirements shall not apply to virtual instruction programs. (Section 160.068)

The literacy advisory council established under current law shall provide advice on the inclusion of instruction and assessment of cursive writing and reading, including the optimal role for the use of cursive writing and reading in promoting student literacy. Such advice shall include recommendations for a related model policy on cursive. (Section 186.085)

The Commissioner of Education shall establish a "Framework on Classroom Use of Screens Council" or "FOCUS Council" consisting of the Commissioner of Education as chair, along with 16 appointed members, including parents, education professionals, and professionals in pediatric mental health and child health and development, who shall be appointed by various education stakeholder groups, the General Assembly, and the Governor, as provided in the act. The FOCUS Council shall conduct a comprehensive survey and analysis of screen time and instructional technology use in public schools and review best practices. The act outlines specific items and information to be included in relation to such best practices, such as impacts on educational outcomes, behavioral and discipline outcomes, special education, early childhood brain development, and other items specified in the act.

The FOCUS Council shall hold its initial meeting before December 1, 2026, with at least three additional meetings held before July 1, 2027. On or before July 1, 2027, the FOCUS Council shall submit a report containing its findings and recommendations to the State Board of Education, the Governor, and the Joint Committee on Education. The council's report shall include a model school board policy on screen time and instructional technology that contains recommended best practices on certain topics specified in the act. The council's report shall be presented to the State Board of Education and the Joint Committee on Education in public hearings, and shall be updated at least every two years. (Section 186.095)

SCHOOL DISTRICT AND CHARTER SCHOOL FINANCIAL INFORMATION (Section 162.192) Under this act, each school district and charter school shall maintain a searchable, publicly accessible database on its website setting forth all financial transactions conducted with school district or charter school funds. The financial ledger shall be available without login

credentials, registration, or fees, and shall be downloadable and exportable in formats specified in the act. The financial ledger shall record transactions using codes set forth in the Missouri Financial Accounting Manual published by the Department of Elementary and Secondary Education (DESE), as applicable. Certain data fields shall be included in the financial ledger at minimum, such as transaction date, transaction amount, revenue or expenditure designation, fund code, function code, object code, vendor or payee name, and a description or memo field.

The homepage of each public or charter school's website shall include a direct link to the financial ledger of the school district or charter school. The link shall make the financial ledger accessible within one click, and shall be functional and mobile-responsive. DESE may provide standardized language or icons that public and charter schools may use for this purpose.

A school district's or charter school's financial ledger shall be updated at least monthly. Details of each calendar month's financial transactions shall be posted no later than 45 days after the close of that calendar month. For record keeping purposes, a school district or charter school shall maintain at least five fiscal years of historical data on its financial ledger.

Protected personal information may be redacted only to the extent required by applicable law. Vendor names, amounts, and accounting codes shall not be redacted. Payroll data may be presented in aggregated form where disclosure of individual information is restricted.

Debt obligations shall be posted in a separate section of the financial ledger, with disclosure of outstanding debt balances, issuance dates, repayment schedules, annual debt service amounts, and debt service as a percentage of total expenditures.

DESE may provide or approve standardized templates or platforms school districts and charter schools may use for their financial ledgers. DESE may additionally provide guidance to assist school districts and charter schools with compliance.

DESE shall promulgate rules establishing procedures and timelines for school districts and charter schools to certify compliance annually. A school district or charter school that violates any provision of this act may be subject to the withholding of up to 1% of that school year's state aid entitlement for the school district or charter school. DESE shall establish a process for members of the public to file complaints if they believe a school district or charter school has violated any provision of the act. DESE may also establish a public compliance dashboard on DESE's website to enable members of the public to check whether a particular school district or charter school is certified as in compliance.

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

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Department of Mental Health  
University of Missouri  
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Northwest Missouri State University  
Republic R-III School District  
Wellington-Napoleon R-IX School District  
Sedalia 200 School District  
Northwest Missouri State University  
University of Missouri  
Missouri Senate  
Joint Committee on Administrative Rules  
Office of the Secretary of State



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