

1989

Session Law 89-182

Florida Senate & House of Representatives

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H 247 GENERAL BILL/CS by Education; Guber; Nergard; Friedman; B.L. Johnson; Young and others (Similar CS/S 28, Compare H 604, H 985, CS/S 709, S 1198)
Literacy Corps/H.S. Community Serv.: (THIS BILL COMBINES H 247,604) creates said act; provides for pilot projects & provides procedure for developing & submitting project proposals; describes project requirements; provides for selection, funding, & reporting; creates Fla. Literacy Corps Act of 1989; establishes Fla. Literacy Corps to be administered by Education Dept.; provides for academic credit to eligible postsecondary students tutoring certain adults, etc. Creates 228.0716. Effective Date: 07/01/89.

02/08/89 HOUSE Prefiled
02/13/89 HOUSE Referred to Education; Appropriations
02/17/89 HOUSE On Committee agenda—Education, 03/08/89, 9:00 am, 16-HOB—For subreferral
03/08/89 HOUSE Subreferred to Subcommittee on Oversight
04/04/89 HOUSE Introduced, referred to Education; Appropriations -HJ 33; Subreferred to Subcommittee on Oversight
04/05/89 HOUSE On subcommittee agenda—Education, 04/07/89, 10:15 am, Senate Room B
04/07/89 HOUSE Subcommittee Recommendation: Favorable as a proposed CS combined with HB 604; On Committee agenda—Education, 04/11/89, 3:30 pm, 413-C
04/11/89 HOUSE Preliminary Committee Action by Education: Favorable as a CS combined with HB 604
05/01/89 HOUSE CS combines this bill and 604; Comm. Report: CS by Education -HJ 338; CS read first time -HJ 332; Now in Appropriations -HJ 338
05/12/89 HOUSE On Committee agenda—Appropriations, 05/16/89, 8:00 am, 21-HOB
05/16/89 HOUSE Preliminary Committee Action by Appropriations: Favorable; On Committee agenda—Appropriations, 05/18/89, 1:00 pm, 21-HOB
05/18/89 HOUSE Comm. Report: Favorable by Appropriations, placed on Calendar -HJ 537
05/24/89 HOUSE Placed on Special Order Calendar
05/26/89 HOUSE Placed on Consent Calendar; Placed on Special Order Calendar; Read second time; Read third time; CS passed; YEAS 110 NAYS 1 -HJ 665
05/26/89 SENATE In Messages
05/29/89 SENATE Received -SJ 495; Substituted for CS/SB 28; CS passed; YEAS 36 NAYS 0 -SJ 528
05/29/89 Ordered enrolled
06/13/89 Signed by Officers and presented to Governor
06/28/89 Approved by Governor; Chapter No. 89-182

NOTES: Above bill history from Division of Legislative Information's *FINAL LEGISLATIVE BILL INFORMATION, 1989 SESSIONS*. Staff Analyses for bills amended beyond final committee action may not be in accordance with the enacted law. Journal page numbers (HJ & SJ) refer to daily Journals and may not be the same as final bound Journals.

STORAGE NAME: sa\pcsh0247.edk
DATE: April 14, 1989

HOUSE OF REPRESENTATIVES
EDUCATION
STAFF ANALYSIS & ECONOMIC IMPACT STATEMENT

BILL #: CS/HB 247 and HB 604

RELATING TO: High School Community Service Act

SPONSOR(S): Representatives Guber, Nergard, Friedman and B.L. Johnson

EFFECTIVE DATE: Upon becoming a law

COMPANION BILL(S): Compare 164 and HB's 247, 604, and 985

OTHER COMMITTEES OF REFERENCE: (1) Appropriations
(2)

I. SUMMARY:

This bill creates the High School Community Service Act. The Department of Education (DOE) is required to request that school districts participate in a community service pilot program for high school students. If interested, high school students could receive academic credit for doing community service work during the summer of 1990.

This bill creates the Florida Literacy Corps, a program allowing public university and community college students to earn course credit by tutoring adults lacking literacy skills. Students would provide tutoring in existing local education agencies, public libraries, and nonprofit organizations. The bill outlines students eligibility and university and community college eligibility for participation. It also provides for funding and requires participating institutions and the Department of Education to submit an annual report.

A. PRESENT SITUATION:

Section 232.246, Florida Statutes, relating to graduation requirements, permits students to earn credit towards high school graduation through volunteer activities and nonacademic activities approved by the State Board of Education.

In 1987, the Legislative created s. 228.0713, Florida Statutes, requiring the Commissioner of Education to develop a state plan for reducing the percentage of the adult population lacking basic and functional literacy skills to two and ten percent, respectively. The plan includes: (1) strategies for coordinating activities with public libraries and public assistance and employment agencies, (2) data gathering and performance monitoring requirements, and (3) guidelines for school districts and community colleges to follow in developing local literacy plans.

The law also requires each public school district or community college to test certain Department of Health and Rehabilitative Services (HRS) employment and training program clients to determine if they lack basic or functional literacy skills. State agencies must make their clients aware of available basic education programs. In addition, state agencies must give the local agency that is providing adult basic programs a list of the names of those persons who: (1) lack basic or functional literacy skills, or (2) indicate that they have completed fewer than eight years of schooling.

Also enacted in 1987, s. 228.0715, Florida Statutes, authorized the Commissioner of Education to select three community colleges and three public school districts to pilot the use of literacy centers to identify, contact, counsel, and refer adults lacking basic and functional literacy skills.

B. EFFECT OF PROPOSED CHANGES:

The DOE would be required to request that school districts with student enrollments of 25,000 or more submit a proposal to participate in a community service pilot program for high school students established during the summer of 1990. Interested students could earn academic credit for doing community service work such as:

1. assisting with day care services to children of working mothers;
2. assisting in the maintenance and improvement of parks;
3. providing personnel for recreation programs;
4. providing support personnel for senior citizens; and,
5. renovating community housing.

Each school board submitting a proposal would establish a project committee with representatives from the school board, municipal and county governments, civic groups, business and industry, and state and federal agencies. Proposals would be designed to include at least 100 students and provide for evaluation of student participation. The program would be open to all students, but priority would be given to proposals in which 40 to 60 percent of the participants were urban, economically disadvantaged students. The Commissioner of Education would be responsible for selecting the four finalists.

The Commissioner would be required to report to the Legislature by March 1, 1991, on the success of the pilot projects and the feasibility of statewide application.

This bill would also create the Florida Literacy Corps, a program allowing public university and community college students to earn a maximum of three credit hours per semester, and a maximum of five credit hours over two or more semesters by tutoring adults lacking literacy skills. Unless the participating institution is

a designated local education agency, the university or community college would be prohibited from providing tutoring, training students, or recruiting clients.

To be eligible to enroll in the Florida Literacy Corps course, a student would have to be at least a half-time student in good standing, have completed at least twelve hours of course work that would apply toward an associate or baccalaureate degree, and have attained a passing score on one of the entry-level examinations or completed any required remediation. The course would require students to complete a training program at the literacy center in which they would be tutoring, to provide twenty-five hours of tutoring for every credit hour for which they enrolled, and satisfy any other requirements established by the participating institution.

To be eligible for funding, a university or community college would establish a Literacy Corps course worth up to three semester hours of credit. The participating institution would also submit a proposal to the Florida Department of Education (DOE) identifying the local organization with which the tutors will be working, demonstrating their need for tutors and willingness to train them, describing the tutoring arrangement, and demonstrating student and faculty support for and interest in the Literacy Corps.

The bill would provide incentive funding to participating institutions, to be allocated by the DOE based upon the number of students enrolling in the program. In order to evaluate the effectiveness of the Florida Literacy Corps, participating institutions would submit an annual report to the DOE. The DOE would then compile the statewide results into a report to be provided to the Legislature.

C. SECTION-BY-SECTION ANALYSIS:

None

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE AGENCIES/STATE FUNDS:

1. Non-recurring or First Year Start-Up Effects:

The Department of Education would incur indeterminate administrative costs in evaluating proposals and reporting program results to the Legislature.

2. Recurring or Annualized Continuation Effects:

Although the bill establishes the High School Community Service program only for the summer of 1990, the expectation is that this program would continue.

The bill would also provide for incentive grants to universities and community colleges. One approach is to tie the grant to the number of students enrolled and use full-

time equivalent (FTE) figures as a basis of funding. An FTE is approximately \$2000 for 40 credit hours, or \$50 per credit hour per student. The institutions, then, would be reimbursed \$150 for every students enrolled in a three credit hour course. If it is assumed that each of the nine state universities and twenty-eight community colleges offers a three credit hour course for which thirty students sign up, the total grant would be an estimated \$166,500.

3. Long Run Effects Other Than Normal Growth:

None

4. Appropriations Consequences:

None

B. FISCAL IMPACT ON LOCAL GOVERNMENTS AS A WHOLE:

1. Non-recurring or First Year Start-Up Effects:

The communities in which the pilot programs were established would benefit from the services provided by the students.

2. Recurring or Annualized Continuation Effects:

Local education agencies, public libraries and nonprofit organizations will incur the costs of training tutors and integrating these new Literacy Corps volunteers into their programs. Some adult basic education funding and federal grants are currently provided to train tutors and purchase reading materials. Since this bill does not provide any extra funding to these organizations, they would bear the training and administrative costs should the Literacy Corps provide a substantial number of new tutors.

3. Long Run Effects Other Than Normal Growth:

None

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

1. Direct Private Sector Costs:

None

2. Direct Private Sector Benefits:

None

3. Effects on Competition, Private Enterprise, and Employment Markets:

By increasing the number of adult literacy tutors, it is expected that more adults will improve their educational competence sufficient to obtain employment, thereby expanding the qualified labor pool necessary for Florida businesses to

thrive and compete.

D. FISCAL COMMENTS:

None

III. LONG RANGE CONSEQUENCES:

The intent of this bill is to instill a sense of community responsibility in students while furnishing needed services to the community. The program should also improve communication and cooperation between schools and communities.

This bill is consistent with the following policies of the State Comprehensive Plan relating to education:

(1)(b)6.: "Provide alternatives to traditional teaching methods so that low achievers may experience educational success and create a work environment conducive to imaginative, creative teaching."

(1)(b)7: "Increase the opportunities for continued learning for all age groups;"

(1)(b)12: "Invest in the educational system today to teach the basic and advanced skills that will ensure its students are prepared to become productive citizens;"

(1)(b)13: "Provide a system to disseminate knowledge to solve economic and community problems, through linkage between business local communities, and institutions of higher education;"

(1)(b)16.f.: "Implement research-based drop-out prevention programs in all school districts;"

(1)(b)16.g.: "Identify and encourage policies which raise the expectations, performance, and motivation of socio-economically and academically disadvantaged students;"

(1)(b)16.o.: "Strengthen citizen involvement at all levels in public education;" and,

(21)(b)8: "Promote economic self-sufficiency through training and educational programs which result in productive employment."

IV. COMMENTS:

The bill is consisted with the following aspects of the Speaker's Policy Statement:

Business Growth: IV.--Relating to the need for the educational system to support economic development and recognizing the relationship between a strong education system and ability to meet the needs of new and existing industries.

In response to a growing interest in the development of high school community service programs, the Council of Chief State School Officers' (CCSSO) Resource Center on Educational Equity has received

funding from the Ford Foundation for a project to encourage state leadership in initiating school sanctioned youth community service programs. According to CCSSO, "school-based community service programs can, if properly implemented, serve as a powerful means to build strong positive bonds between America's young people and the institutions and traditions of our society. Such programs build commitments to volunteerism that reap long-term benefits to the community. Nearly every recent study of American education has recommended that service programs become part of the standard school program."

Based on the DOE's Fall 1988 membership survey, seventeen school districts have an enrollment of 25,000 or more students and therefore would be eligible to participate in the community service pilot program proposed in this bill.

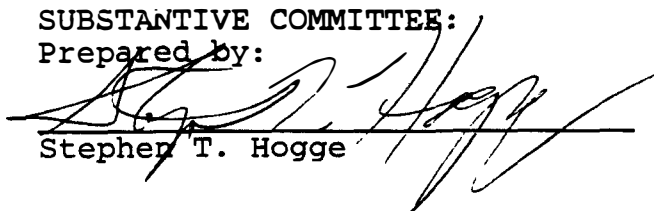
V. AMENDMENTS:

None

VI. SIGNATURES:

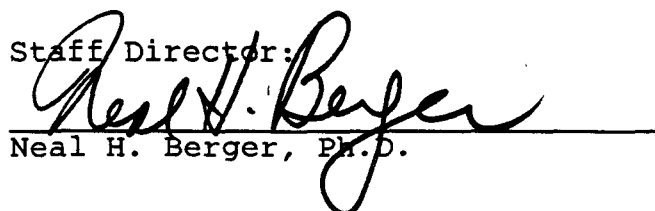
SUBSTANTIVE COMMITTEE:

Prepared by:



Stephen T. Hogge

Staff Director:



Neal H. Berger, Ph.D.

SECOND COMMITTEE OF REFERENCE:

Prepared by:

APPROPRIATIONS:
Prepared by:

Staff Director:

Staff Director:

SENATE STAFF ANALYSIS AND ECONOMIC IMPACT STATEMENT

<u>ANALYST</u>	<u>STAFF DIRECTOR</u>	<u>REFERENCE</u>	<u>ACTION</u>
1. <u>White</u>	<u>O'Farrell</u>	1. <u>ED</u>	<u>Favorable</u>
2. <u>Hickam</u>	<u>Smith</u>	2. <u>AP</u>	<u>Fav/CS</u>
3. _____	_____	3. _____	_____
4. _____	_____	4. _____	_____

SUBJECT: High School Community Service

BILL NO. AND SPONSOR: CS/SB 28 by Appropriations and Senator Gordon

I. SUMMARY:

A. Present Situation:

The concept of requiring or authorizing high school students to engage in community service activities as part of their formal education program has been a periodic topic of public policy discussions for a number of years. Although most high schools have a number of service clubs, they are generally extracurricular in nature and provide a social outlet for the student in addition to their public service function. Few school systems, if any, require or offer community service work as a credit activity for high school graduation.

The International Baccalaureate (IB) Program contains a community service component as a requirement for a diploma. This requirement has been interpreted, however, to include such activities as music lessons or working on the school newspaper.

In Minnesota the 1989 Legislature will consider legislation to authorize school districts to offer up to one year's high school credit to students who participate in a structured program of community service. This legislation would advance a Minnesota State Board of Education rule that allows high school students in such programs to earn advance credit in a public postsecondary institution. No stipend would be provided, however, and students would not necessarily have to work in the program during the summer. Over half the school districts in Minnesota have implemented a community service component in their Youth Development Plans.

Although the idea of voluntary community or national service activities for young people has been well established in this country through such programs as the Peace Corps and Vista, these programs are for post-high school-age people and increasingly attract older people (e.g., Lillian Carter).

B. Effect of Proposed Changes:

Senate Bill 28 would require the Department of Education to seek proposals from small, medium and large school districts for five pilot projects to involve high school students who volunteered for community service programs.

The project proposals would be developed by local committees consisting of representatives from the school boards, local governments, civic groups, local business and industry, and state and federal agencies such as the Department of Natural Resources and the Department of Health and Rehabilitative Services. The projects would have to be operated during the summer, be designed for at least 100 students, and provide a stipend for the participants. Proposal options may include provisions for awarding students who complete the project elective credit toward high school graduation, residential

activities, academic instruction related to the service program, and tutorial services.

A committee representing district school boards, municipal and county governments, state and federal agencies, civic groups, and business and industry would review the proposals and make recommendations for approval to the Commissioner of Education who would make the final selection. Although programs would be egalitarian and open to all students, priority would be given to proposals in which 40 to 60 percent of the participants were urban, economically disadvantaged students.

The projects would be scheduled to operate during the summer of 1990 and would be supported by funds provided through the General Appropriations Act.

By January 1, 1991, the school boards would evaluate the programs based on procedures contained in the project proposals and report the results to the Commissioner.

II. ECONOMIC IMPACT AND FISCAL NOTE:

A. Public:

The projects could provide the equivalent of summer jobs for at least 400 teenagers.

Local businesses and governments may choose to contribute funds to the projects.

B. Government:

No state appropriation would be required for the 1989-90 fiscal year. The amount needed for the 1990 appropriation would not be known until the five project proposals were selected. The principal costs associated with this program would be stipends paid to participants and the costs associated with providing a residential program as well as the cost of providing related instruction.

Districts seeking to participate in the program would experience the costs of proposal planning and development.

III. COMMENTS:

None.

IV. AMENDMENTS:

None.