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H 75 GENERAL BILL/CS/CS/2ND ENG by Rules & Calendar; Education; Long; Friedman; Frankel; Sansom; Nergard; B.L. Johnson; Guber and others (Compare CS/H 11, CS/H 1177, CS/H 1242, H 1664, S 164, S 209, 1ST ENG/S 211, S 495, CS/1ST ENG/S 1366)

Educational Alternative Programs; amends provision re dropout prevention; establishes mini-schools incentive grants program; provides for application procedures & minimum requirements for funding; directs D.O.E. to give priority to certain factors in awarding grants; revises definition of vocational education; creates Fla. gold seal vocational endorsement program; provides for notice to parents of students at risk of not meeting graduation requirement, etc. Amends F.S. Effective Date: 07/05/89 except as otherwise provided.

01/09/89 HOUSE Prefiled

01/13/89 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 20; Subreferred to Subcommittee on Oversight

04/11/89 HOUSE On subcommittee agenda—Education, 04/13/89, 9:05 am, 24-HOB

04/13/89 HOUSE Subcommittee Recommendation: Favorable as a proposed CS; On Committee agenda—Education, 04/17/89, 3:45 pm, 413-C

04/17/89 HOUSE Preliminary Committee Action by Education: Favorable as a CS

04/24/89 HOUSE Comm. Report: CS by Education -HJ 258; CS read first time -HJ 251; Now in Appropriations -HJ 258

05/16/89 HOUSE On Committee agenda—Appropriations, 05/18/89, 1:00 pm, 21-HOB

05/18/89 HOUSE Preliminary Committee Action by Appropriations: Favorable

05/22/89 HOUSE Comm. Report: Favorable by Appropriations, placed on Calendar -HJ 567; Withdrawn from Calendar, referred to Rules & Calendar -HJ 565

05/23/89 HOUSE On Committee agenda—Rules & Calendar, 05/23/89, 1:30 pm, 413-C; Preliminary Committee Action by Rules & Calendar: Favorable as a CS

05/24/89 HOUSE Comm. Report: CS/CS by Rules & Calendar, placed on Calendar -HJ 630; Placed on Special Order Calendar; CS read first and second times; Amendments adopted; Read third time; CS passed as amended; YEAS 118 NAYS 1 -HJ 618

05/25/89 SENATE In Messages

05/29/89 SENATE Received, referred to Education; Appropriations -SJ 498

05/31/89 SENATE Withdrawn from Education -SJ 671; Now in Appropriations

06/01/89 SENATE Withdrawn from Appropriations -SJ 687; Placed on Special Order Calendar -SJ 686 & -SJ 827; CS passed as amended; YEAS 34 NAYS 0 -SJ 856

06/01/89 HOUSE In Messages

06/02/89 HOUSE Concurred; CS passed as further amended; YEAS 106 NAYS 0 -HJ 1262

06/02/89 Ordered engrossed, then enrolled

06/20/89 Signed by Officers and presented to Governor

07/05/89 Approved by Governor; Chapter No. 89-302

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\cscsh75.edk
DATE: May 22, 1989

89-302

HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION
-STAFF ANALYSIS & ECONOMIC IMPACT STATEMENT

BILL #: CS/CS/HB 75

RELATING TO: Education

SPONSOR(S): Committees on Rules, Education and Representatives Friedman & Long

EFFECTIVE DATE: July 1, 1989, or upon becoming law

COMPANION BILL(S): Compare SB 164, CS/SB 1366 & 209, CS/SB 709 & 1198, CS/HB 11, CS/HB 247 & 604

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

I. SUMMARY:

The bill expands alternative education options and enhances the evaluation process under the Dropout Prevention Act.

The bill also recognizes and rewards excellent vocational students, amends the definition of vocational education, and affords secondary and postsecondary students the opportunity to earn course credit for performing community service work.

The bill also shifts grades four and five out of the PRIME program and into the PREP program, to the extent funded, and makes technical changes in PRIME.

Finally, the bill strengthens the Teachers-as-Advisers program through clarifying changes and expands program participation.

A. PRESENT SITUATION:

1. DROPOUT PREVENTION

The educational alternatives program is one of the five different program types provided for in the Dropout Prevention Act of 1986.

Students enrolled in an alternative education program are funded at a higher cost factor under the Florida Education Finance Program (FEFP) than are students enrolled in a basic program.

As defined in the Dropout Prevention Act of 1986, an educational alternatives program is a program "designed to offer variations of traditional instructional programs and strategies for the purpose of increasing the likelihood that students who are unmotivated or unsuccessful in traditional programs will remain in school and obtain a high school diploma or its equivalent." The program or school is characterized by distinct instructional,

organizational, or curricular approaches that differ from the regular, traditional program. Fifty-nine of sixty-seven school districts offer educational alternatives programs.

To qualify as an educational alternatives program the program must offer the equivalent of three periods of instruction per day.

The Dropout Prevention Act requires school districts to submit a biennial program evaluation report to the Department of Education. The report is intended to document school district success in meeting program outcome objectives established by each participating school district.

State law does not provide minimum objective criteria for which school districts must develop outcome objectives. As distinguished from outcome objectives, "objective criteria" are broad standards such as "attendance," "self-esteem," or "earn credits," without a prescribed result or outcome.

2. VOCATIONAL EDUCATION

Vocational education is defined in s. 228.041(22), Florida Statutes, to include job preparatory, exploratory, or supplemental programs.

To graduate from high school and receive a standard diploma, students must satisfy the following minimum standards set forth in s. 232.246, Florida Statutes:

1. Twenty-four credits, including fifteen credits in required courses and nine in elective offerings;
2. Cumulative 1.5 GPA on a 4.0 scale;
3. Mastery of minimum performance standards in reading, writing, and mathematics for the 11th grade; and,
4. Passing score on a functional literacy test.

A student satisfying a stiffer set of requirements may be named a Florida Academic Scholar and receive a scholarship from the Florida Undergraduate Scholars' Fund. No similar scholarship opportunity is available to vocational job-preparatory interested in pursuing postsecondary study.

3. HIGH SCHOOL COMMUNITY SERVICE/FLORIDA LITERACY CORPS

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 Legislature enacted a major initiative to reduce the percentage of the adult population lacking basic and functional

literacy skills. To this end, the law 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. As a result literacy providers are expected to experience an even greater need for literacy instructors and tutors.

4. PROGRESS IN MIDDLE EDUCATION (PRIME)

Florida's PRIME program is for students in grades four through eight, even though the students in grades four and five are housed with students in grades kindergarten through three.

Section 232.303, Florida Statutes, sets forth a program for interagency student services, designed to encourage the DOE and HRS to plan and share resources to increase student learning and reduce health, behavioral, truancy, and drug and alcohol problems among students.

Section 236.0811, F.S., requires each school district to submit a five-year plan for inservice educational training, including components for extension of or a new endorsement for various programs for middle school teachers and administrators. The State Board of Education has never promulgated implementing rules.

Section 240.53, F.S., authorizes the DOE to establish a training program for faculty to deliver coursework, inservice training programs, and technical assistance related to middle childhood education programs. The Legislature never funded this program.

5. TEACHERS AS ADVISERS

The Teachers as Advisers program, in operation since 1984, is intended to help more students succeed academically in school, help more students become focused in terms of career choice, involve more parents in the education of their children, and increase the amount of person-to-person contact for all students.

The program provides students with access to an adviser who monitors academic progress, facilitates career decision making, and refers the student to other resources. The intent of the program is to encourage counselors and teachers to complement one another's work, and to increase the amount of time students spend in advisement.

B. EFFECT OF PROPOSED CHANGES:

1. DROPOUT PREVENTION

The bill would amend the Dropout Prevention Act of 1986 to permit an educational program of two instructional periods to qualify as an educational alternatives program for students in grades 9-12. The minimum period of time for a student in grades 6-8 may also be equivalent to two periods per day if the student is enrolled for at least three periods or the equivalent in a state or federal compensatory education program.

The bill also would provide competitive incentive grants to school districts to fund the cost of planning open enrollment, mini-schools of choice as an educational alternative under the Dropout Prevention Act. A school district would be required to submit a proposal to the DOE, including such items as a detailed description of the mini-schools to be operated; assurances of parent, student, and teacher involvement in the planning and operation of the mini-school; a detailed program budget; and an evaluation component.

The term "mini-school" is used to denote size and specialty. A mini-school typically serves a small number of students and is thematic in nature. For example, in East Harlem, New York, school officials converted four traditional school buildings into sixteen autonomous mini-schools, each built around a particular theme such as math, science, or art.

The bill revises the evaluation component of the Dropout Prevention Act. The DOE would be required to develop minimum objective criteria for program evaluations. School districts would continue to have the discretion, however, to set their own outcome objectives.

2. VOCATIONAL EDUCATION

The bill would revise the definition of vocational education to include "instruction integrating both basic academic and vocational skills," and specify that vocational education means education which has social and economic value, helps students establish life goals, contributes to economic development, and enhances productivity and profit earnings.

Beginning with the 1990-91 school year, the bill would permit school districts to award a gold seal vocational endorsement to all students meeting the minimum requirements for graduation, completing a job-preparatory vocational program of at least three credits, and passing a vocational competencies assessment test.

The bill also would establish the Vocational Gold Seal Endorsement Scholarship program and the Vocational Achievement Grant program. Both would be jointly funded out of a trust fund to be established by the Legislature specifically for this purpose. At least thirty-five percent of the trust fund moneys would be required to be used to fund the Vocational Achievement Grant program.

The Vocational Gold Seal Endorsement Scholarship program would offer scholarships of up to \$2,000 per year to vocational job preparatory students earning a vocational gold seal on their high school diploma. If sufficient funds were not available to fully fund scholarships for all eligible students, scholarship amounts would be prorated.

Vocational students would also be eligible to receive up to \$2,000 per year under the to-be-created Vocational Achievement Grant Program to finance postsecondary study. Selection would be based on a nominating and screening process. Nominations would be submitted to district nominating panels for review and approval. The district panels would recommend three students to the appropriate regional coordinating council for each available scholarship. The number of grants a regional coordinating council could award would be based on its share of total statewide vocational full-time equivalent (FTE) student enrollment. The first scholarships would be awarded beginning in the 1991-92 school year.

Also effective beginning with the 1991-92 school year, schools would be required to notify the parents or guardians of students at risk of not meeting the GPA required to graduate from high school. The notice would include information on programs to assist students in meeting the requirement.

3. HIGH SCHOOL COMMUNITY SERVICE/LITERACY CORPS

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 various types of community service work.

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 select 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.

The bill would also create the Florida Literacy Corps, a program allowing public university and community college students to earn course credit for tutoring adult illiterates.

To enroll in the Florida Literacy Corps course, a students would have to meet certain academic requirements. 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.

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.

4. PROGRESS IN MIDDLE EDUCATION (PRIME)

The bill also would modify the PREP program to include grades four and five. The K-3 and 4-5 program cost factors would, however, remain unchanged. PREP funds specifically appropriated for grades kindergarten through three could not be used for students in grades four and five, and the PREP program for grades four and five would only be implemented if specifically funded.

The PRIME program would be amended to limit it to students in grades six through eight. Since the PREP program for grades four and five would be implemented only if specifically funded, the language in PRIME relating to grades four and five would remain in current law to provide a funding mechanism. Additional requirements for the grades six through eight enhancement program would be implemented.

Section 232.303, F.S., would be amended so that it is no longer a pilot program. Resources would be targeted to students in grades six through eight, instead of the current four through eight. Principals at participating schools would sign the grant application, which is not currently required. Public-private and interagency partnerships would be encouraged.

Section 236.0811, F.S., requires each district to submit a master plan for inservice training, including inservice components for various issues of interest to middle schools. The State Board of Education, however, never promulgated the required implementing rules. Language to require rule promulgation would be added to this section.

Section 240.53, F.S., would be technically amended by this bill. The program to train middle school faculty has never been funded.

The certification of middle school teachers has long been an issue of concern. The bill also would create a middle school certification task force to be convened by the DOE, with its members appointed by the Commissioner.

5. TEACHERS AS ADVISERS

The bill also would institute several programmatic changes in the Teachers as Advisers program.

First, it would clarify the relationship between teacher-advisers and guidance counselors to be a cooperative one. Second, to be eligible for a grant, schools would include in their grant proposals a statement that all students, teachers, and principals would participate in the program. Third, the bill would require provision be made for staff development as a part of the grant proposal. Proposals addressing plans for improving student outcome measures would receive a funding priority. Programs would need to identify strategies for addressing the needs of at-risk students. This bill would also increase the amount of time teachers must spend with their advisees, and require that proposals address strategies to involve parents and guardians in the advisement process.

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:

No appropriation amount is set forth in the bill. However, the cost to plan the mini-schools is estimated to range from between \$10,000 and \$50,000 per school district, depending on the size of the school district, the scope of the program considered, and the experience of the school district with the mini-school concept. Costs include staff development, travel, salary, equipment, and materials.

The DOE could be expected to incur an indeterminate amount of administrative costs to review and approve submitted mini-school and teacher as advisers program proposals.

Creation of the Middle School Task Force would entail a 1-year only cost of about \$30,000.

2. Recurring or Annualized Continuation Effects:

The fiscal impact of many section of the bill is indeterminate, although the DOE expects several to be negligible. No reliable estimates can be made, for example, as to the number of additional students that might qualify for an educational alternatives program with the changed requirements. The number of FTE currently served in an educational alternatives program is not expected to be affected significantly. Any increase in the number of new enrollees would likely be offset by the number of currently-served students opting for a third period outside of an educational alternatives program.

The Vocational Gold Seal Endorsement Scholarship Program and

Vocational Achievement Grant Program are expected to be recurring programs. Assuming the Legislature funded 200 scholarships each year, the annual cost to the state would be \$400,000. However, the bill prescribes no specific appropriation amount and no specific funding is necessary for the 1989-90 fiscal year.

3. Long Run Effects Other Than Normal Growth:

None.

4. Appropriations Consequences:

See II. A. 2., above.

PRIME received \$23,779,161 in FY 88-89, \$15 million in lottery dollars and the remainder through the FEFP. Both the Commissioner and the Governor have recommended higher levels for PRIME: \$43 million and \$35 million, respectively. The Commissioner has requested \$6 million new dollars to fund prevention counselors in grades six through eight.

Moving grades four and five to PREP would not entail any additional dollars, since the program cost factors would remain the same and the shift would be implemented only if specifically funded. The bill forbids the use of PREP funds for students in grades four and five.

A doubling of the 1988-89 fiscal year appropriation for interagency student services would require an appropriation of \$120,000.

The cost of providing a retraining program for university and college faculty depends upon the scope of the program. It appears in statute, but has never been funded.

The Teachers as Advisers program is a voluntary grants program and not a state mandate. The bill may encourage other schools to participate as more funds become available. The Teachers as Advisers program was allocated about \$5.3 million dollars in fiscal year 88-89. The Legislature appropriated additional \$800,000 for middle school advisement.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS AS A WHOLE:

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

The cost to provide more staff development, to gather data on student outcome measures, and to include strategies to address the needs of at-risk students and to involve parents and guardians in the school advisement process under the Teachers As Advisers program is indeterminate.

2. Recurring or Annualized Continuation Effects:

It is estimated that approximately twenty percent of the current high school students maintain a cumulative GPA of less than 2.0 on a 4.0 scale. An indeterminate cost would be incurred annually by schools notifying these students and parents.

Recurring costs to districts and to schools resulting from changes in the Teachers As Advisors program are indeterminate.

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:

The gold seal endorsement would be a way to inform potential employers of the quality of a student's academic and vocational preparation.

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

None.

D. FISCAL COMMENTS:

None

III. LONG RANGE CONSEQUENCES:

This bill is consistent with 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)8.: ". . . (d)velop creative alternative to educational programs in order to serve a larger segment of the population;"

(1)(b)11.: "Continue to support the development of research-based programs for identifying and preventing dropouts in public school and in higher education institutions;"

(1)(b)12.: "Invest in the educational system today to teach the basic and advanced skills that will ensure its students are prepared to be come productive citizens and that will attract the industry of tomorrow;"

(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.b.: "Provide access to a comprehensive curriculum for all high school students;"

(1)(b)16.c.: "Provide appropriate education programs and pathways for . . . student having special learning needs;"

(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.h.: "Maintain a classroom environment, including student discipline, that is conducive to learning, with appropriate use of alternative education opportunities;"

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

(1)(b)17d.: "Provide a vocational education program designed to accommodate Florida's changing technological, occupational, and educational needs."

The bill also is consistent with the following policies of the State Comprehensive Plan relating to governmental efficiency:

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

IV. COMMENTS:

This bill implements selected recommendations of the 1987-88 Task Force on Secondary Vocational Education concerning the Florida gold seal vocational endorsement and the continuing study of secondary vocational education.

This bill is also consistent 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.

IV.A.--Relating to the training of the workforce as a major priority

for economic development through stressing vocational education and providing scholarship funds to reward student excellence.

Human Resource Development: I.A.--Relating to childrens' services, calling for upgrading the image of vocational and technical programs and spurring parental involvement in their child's education.

I.A.1.e.: Resources should focus on existing programs (such as the PRIME program) with a clear potential to succeed, and resources should also be made available to achieve that success.


V. AMENDMENTS:

None.

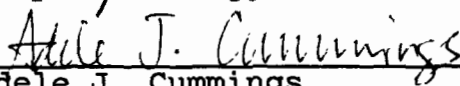
VI. SIGNATURES:

SUBSTANTIVE COMMITTEE:

Prepared by:



Stephen T. Hogge



Adele J. Cummings

SECOND COMMITTEE OF REFERENCE:

Prepared by:

APPROPRIATIONS:

Prepared by:

Staff Director:



Neal H. Berger, Ph.D.

Staff Director:

Staff Director:
