

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 525 High School Graduation Requirements

SPONSOR(S): Silvers

TIED BILLS: **IDEN./SIM. BILLS:** SB 978

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) PreK-12 Quality Subcommittee		McAlarney	Duncan
2) PreK-12 Appropriations Subcommittee			
3) Education Committee			

SUMMARY ANALYSIS

High School Graduation Requirements

To receive a standard high school diploma a student must successfully complete a combination of core-curricula courses, e.g., English language arts, mathematics, science, and social studies and extracurricular courses, such as physical education, fine arts, performing fine arts, career education, practical arts, and elective courses.

Apprenticeship and Preapprenticeship Programs

The Department of Education is responsible for the development of the apprenticeship and preapprenticeship standards for trades and assisting district school boards and community college district boards of trustees in developing preapprenticeship programs. A preapprenticeship program is an organized course of instruction designed to prepare a person 16 years of age or older to become an apprentice. The program must be registered with the DOE and sponsored by a registered apprenticeship program. The program's purpose is to provide training that will enable students, upon completion, to obtain entrance into a registered apprenticeship program. Florida law permits career education courses to satisfy high school graduation credit requirements.

The bill expands current law by permitting a student to use credit earned upon completion of a DOE-registered apprenticeship or preapprenticeship program to satisfy the credit requirements in s. 1003.4282(3)(e) and (g), F.S., relating to courses in fine or performing arts, speech and debate, or practical arts; and electives.

The State Board of Education (SBE) is required to approve and identify in the Course Code Directory the apprenticeship and preapprenticeship programs from which a student may use earned credit to satisfy such course credit requirements.

See FISCAL COMMENTS.

The bill provides an effective date of July 1, 2017.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

Florida High School Graduation Requirements

Section 1003.4282, F.S., establishes the courses and credits required for a student to receive a standard high school diploma. A student must successfully complete 24 credits in core-curricula and extracurricular courses.¹

For grades 9 through 12, core curricula courses are those subjects that are measured by state assessment at any grade level and courses that are specifically identified by name in state law as required for high school graduation and that are not measured by state assessment.² Core courses are: English language arts, mathematics, science, and social studies.³ The remaining required courses are extracurricular courses, which include but are not limited to, physical education, fine arts, performing fine arts, career education, and courses that may result in college credit.⁴

Core and Extracurricular Course and Credit Requirements⁵

Course	Credit
English Language Arts (ELA) <ul style="list-style-type: none">• ELA I, II, III, and IV	4
Mathematics <ul style="list-style-type: none">• One credit in Algebra I, one credit in Geometry, and two additional credits.• A student who earns an industry certification for which there is a statewide college credit articulation agreement may substitute the certification for one of the two additional credits. Substitution may occur for up to 2 credits, with the exception of Algebra I and Geometry.	4
Science <ul style="list-style-type: none">• One credit in Biology I and 2 credits in equally rigorous courses• A student who earns an industry certification for which there is a statewide college credit articulation agreement may substitute the certification for one of the two equally rigorous courses.	3
Social Studies <ul style="list-style-type: none">• One credit in United States History; one credit in World History; one-half credit in U.S. Government, and one-half credit in Economics, which must include Financial Literacy.	3

¹ See s. 1008.4282(3)(a)-(g), F.S.

² Section 1003.01(14), F.S.

³ See s. 1008.4282(3)(a)-(d), F.S.

⁴ Section 1003.01(15), F.S.

⁵ Section 1003.4282(3), F.S.

<p>Fine Arts, Performing Arts, Speech and Debate, or Practical Arts</p> <ul style="list-style-type: none"> The practical arts course must incorporate artistic content and techniques of creativity, interpretation, and imagination. Eligible courses are identified in the Course Code Directory.⁶ 	1
<p>Physical Education</p> <ul style="list-style-type: none"> Must include the integration of health. 	1
<p>Electives</p> <ul style="list-style-type: none"> Must include opportunities for students to earn college credit, including industry-certified career programs or courses that lead to college credit. 	8
<p>Online Course Requirement⁷</p> <ul style="list-style-type: none"> One of the courses within the 24 credits must be completed through online learning. 	Determined based upon the course completed.

Career Education

Career education provides instruction for the following purposes:⁸

Elementary, Middle, and High School Levels

- Exploratory courses designed to give students initial exposure to a broad range of occupations to assist them in preparing their academic and occupational plans, and practical arts courses⁹ that provide generic skills that may apply to many occupations. Such courses are not designed to prepare students for entry into a specific occupation. Career education provided before high school completion must be designed to strengthen both occupational awareness and academic skills, which is integrated throughout all academic instruction.

Secondary school level

- Job-preparatory instruction in the competencies that prepare students for effective entry into an occupation, including diversified cooperative education, work experience, and job-entry programs that coordinate directed study and on-the-job training.

Postsecondary education level

- Courses of study that provide competencies needed for entry into specific occupations or for advancement within an occupation.

⁶ The Course Code Directory requires that programs and courses funded through the Florida Education Finance Program (FEFP) and courses or programs for which students may earn elective or required credit toward high school graduation must be listed in the Course Code Directory (CCD). Rule 6A-1.0944, F.A.C.

⁷ Section 1003.4282(4), F.S. A school district may not require a student to take the online course outside the school day or in addition to a student's courses for a given semester. This subsection does not apply to a student who has an individual education plan under s. 1003.57, F.S., which indicates that an online course would be inappropriate or to an out-of-state transfer student who is enrolled in a Florida high school and has 1 academic year or less remaining in high school. *Id.*

⁸ Section 1003.01(4), F.S.

⁹ There are over 300 Career and Technical Education courses that meet the practical arts high school graduation requirement. Florida Department of Education, <http://www.fldoe.org/core/fileparse.php/7746/urlt/1617PAcourses.pdf> (last visited March 17, 2017).

Career Education Courses That Satisfy High School Graduation Requirements

Section 1003.4282(8), F.S., requires the Department of Education (DOE) to develop, for approval by the State Board of Education (SBE), career education courses or a series of courses that satisfy general high school credit requirements and the career-themed¹⁰ courses. Students may earn credit in both the career education courses and the courses required for a standard high school diploma. It is the responsibility of the SBE to determine if sufficient academic standards are covered to warrant the award of the academic credit.¹¹

Career education courses must include workforce and digital literacy skills and the integration of required course content with practical applications and designated rigorous coursework that results in one or more industry certifications or clearly articulated credit or advanced standing in a 2-year or 4-year certificate or degree program, which may include high school junior and senior year work-related internships or apprenticeships. The DOE must negotiate state licenses for material and testing for industry certifications. The instructional methodology used in these courses must be comprised of authentic projects, problems, and activities for contextually learning the course material.¹²

School districts are encouraged to initiate partnerships with local workforce boards, local business and industry leaders, and postsecondary institutions for the purpose of creating career education courses or a series of courses. Such courses must meet the goals and requirements of career and professional academies¹³ and career-themed courses.¹⁴

Apprenticeship and Preapprenticeship Programs

The DOE is responsible for the development of the apprenticeship and preapprenticeship standards for trades and assisting district school boards and community college district boards of trustees in developing preapprenticeship programs.¹⁵

An apprenticeship program is an organized course of instruction that is registered and approved by the DOE and must address all terms and conditions for the qualification, recruitment, selection, employment, and training of apprentices.¹⁶ The length of an apprenticeship program varies from one to five years depending on the occupation's training requirements.¹⁷

An apprenticeship may be offered only in occupations that:

- are customarily learned in a practical way through a structured, systematic program of on-the-job, supervised training;

¹⁰ School districts are required to offer at least two career-themed courses, and each secondary school is encouraged to offer at least one career-themed course. Career-themed courses are courses, or a course in a series of courses, that leads to an industry certification identified in the Career and Professional Education (CAPE) Industry Certification Funding List pursuant to rules adopted by the State Board of Education. Career-themed courses have industry-specific curriculum aligned directly to priority workforce needs established by the local workforce development board or the Department of Economic Opportunity. Students completing a career-themed course must be provided opportunities to earn postsecondary credit if the credit for the career-themed course can be articulated to a postsecondary institution approved to operate in the state. Section 1003.493(1)(b), F.S.

¹¹ Section 1003.4282(8)(a)1., F.S.

¹² Section 1003.4282(8)(a)2., F.S.

¹³ Public schools and school districts are required to offer career and professional academies. Career and professional academies are research-based programs that integrate a rigorous academic curriculum with an industry-specific curriculum aligned directly to priority workforce needs established by the local workforce development board or the Department of Economic Opportunity. Students completing career and professional academy programs must receive a standard high school diploma, the highest available industry certification, and opportunities to earn postsecondary credit if the academy partners with a postsecondary institution approved to operate in the state. Section 1003.493(1)(a), F.S.

¹⁴ Section 1003.4282(8)(b).

¹⁵ Section 446.011(2), F.S.

¹⁶ Section 446.021(6), F.S.

¹⁷ Section 446.021(6), F.S.; rule 6A-23.004, F.A.C.

- are commonly recognized throughout the industry or recognized with a positive view toward changing technology;
- involve manual, mechanical, or technical skills and knowledge that require a minimum of 2,000 hours of work and training, excluding the time spent in related instruction;
- require related instruction to supplement on-the-job training; and
- involve the development of skills sufficiently broad to be applicable in like occupations throughout an industry, rather than skills that are of restricted application to the products or services of any one company¹⁸

The following categories of occupations may not create an apprenticeship program: selling, retailing, or similar occupations in the distributive field; managerial occupations; and professional and scientific vocations for which entrance requirements customarily require an academic degree.¹⁹

To be eligible for an apprenticeship program, the person must be at least 16 years of age. Admission requirements relating to education, physical ability, work experience, and other criteria vary based on the program's training needs.²⁰ As of January 2017, there were 10,464 active registered apprentices and 193 registered program sponsors in Florida.²¹

According to DOE, high school students do not typically participate in registered apprenticeship programs since the majority of programs require applicants be at least 18 years of age, possess a high school diploma or equivalency diploma, and be employed full time by the sponsoring employer.²² As a result of these requirements, it seems that few apprenticeship students would be eligible to earn high school course credit via apprenticeship program participation.

A preapprenticeship program is an organized course of instruction designed to prepare a person 16 years of age or older to become an apprentice. The program must be registered with the DOE and sponsored by a registered apprenticeship program.²³ The program's purpose is to provide training that will enable students, upon completion, to obtain entrance into a registered apprenticeship program.²⁴ According to the DOE there are seven one credit preapprenticeship courses, which are counted as electives for graduation purposes.²⁵ As of December 2015, there were approximately 110 high school participants in 13 preapprenticeship programs located throughout the state.²⁶

Effect of Proposed Changes

The bill permits a student to use credit earned upon completion of a DOE-registered apprenticeship or preapprenticeship program to satisfy the credit requirements in s. 1003.4282(3)(e) and (g), F.S., relating to courses in fine or performing arts, speech and debate, or practical arts; **and** electives. No other provision in law permits the completion of coursework in a program to satisfy more than one course credit required for high school graduation.

The State Board of Education (SBE) is required to approve and identify in the Course Code Directory the apprenticeship and preapprenticeship programs from which a student may use earned credit to satisfy such course credit requirements.

¹⁸ Section 446.092, F.S.

¹⁹ Section 446.092(6), F.S.

²⁰ United States Department of Labor, Employment and Training Administration, *Apprentices*, <http://www.doleta.gov/oa/apprentices.cfm> (last visited March 16, 2017).

²¹ Email, Florida Department of Education, Agency Legislative Bill Analysis, HB 525, (March 3, 2017).

²² *Id.*

²³ Section 446.021(5), F.S.

²⁴ Rule 6A-23.010(1), F.A.C.

²⁵ *See supra* note 21.

²⁶ *Id.*

B. SECTION DIRECTORY:

Section 1. Amends s. 1003.4282(8), F.S., to permit a student to use credit earned upon completion of a DOE-registered apprenticeship or preapprenticeship program to satisfy the credit requirements for courses in fine or performing arts, speech and debate, or practical arts; and electives. The SBE must approve and identify in the Course Code Directory the apprenticeship and preapprenticeship programs from which a student may use earned credit to satisfy such course credit requirements.

Section 2. Provides an effective date of July 1, 2017.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

See FISCAL COMMENTS.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

Indeterminable.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

According to the DOE, the Florida Automated System for Transferring Education Records (FASTER) would require an outside contractor position of 40 hours at \$56 per hour, totaling \$2,240.00, to update the database.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

None.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

The bill permits the completion of an apprenticeship or preapprenticeship program to satisfy courses provided under s. 1003.4282(3)(e) and (g), F.S., relating to fine or performing arts, speech and debate, or practical arts; **and** electives. No other provision in law permits the completion of coursework in a program to satisfy more than one course credit required for high school graduation.

The sponsor may want to consider an amendment to permit a student who has completed an apprenticeship or preapprenticeship program to satisfy one course: fine or performing arts, speech and debate, or practical arts; **or** an elective.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

Not Applicable.