

## HOUSE OF REPRESENTATIVES STAFF ANALYSIS

**BILL #:** HB 955 High School Graduation Requirements

**SPONSOR(S):** Ahern; Fitzenhagen and others

**TIED BILLS:** None **IDEN./SIM. BILLS:** CS/SB 392

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) PreK-12 Quality Subcommittee	14 Y, 0 N	Brink	Duncan
2) PreK-12 Appropriations Subcommittee	14 Y, 0 N	Seifert	Potvin
3) Education Committee		Brink	Hassell

### SUMMARY ANALYSIS

The bill requires students entering grade 9 in the 2017-2018 school year and thereafter to complete a one-half course credit in personal financial literacy. Currently, high school students receive financial literacy instruction, based on 56 Next Generation Sunshine State Standards in financial literacy, as part of the one-half Economics course credit required for graduation.

The bill revises the Next Generation Sunshine State Standards to include additional, specified financial literacy topics and requires the new personal financial literacy course to include discussion of or instruction in those topics.

To maintain the current 24-credit graduation requirement, the bill reduces the electives credit requirement from eight credits to seven-and-one-half credits.

School districts may incur costs associated with procuring additional instructional materials aligned to the new personal financial literacy course, providing professional development to classroom teachers who will teach the course, and hiring additional classroom teachers to teach the course. These costs are indeterminate.

This bill does not have a fiscal impact to the state.

The bill takes effect July 1, 2017.

## FULL ANALYSIS

### I. SUBSTANTIVE ANALYSIS

#### A. EFFECT OF PROPOSED CHANGES:

##### Present Situation

##### Florida High School Graduation Requirements

Florida law 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 with a 2.0 or higher cumulative GPA, with limited exceptions.<sup>1</sup>

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.<sup>2</sup> Core courses are: English language arts, mathematics, science, and social studies.<sup>3</sup> 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.<sup>4</sup>

##### *Core and Extracurricular Course and Credit Requirements<sup>5</sup>*

Course	Credit
English Language Arts (ELA) <ul style="list-style-type: none"><li>• ELA I, II, III, and IV</li></ul>	4
Mathematics <ul style="list-style-type: none"><li>• One credit in Algebra I, one credit in Geometry, and two additional credits.</li><li>• 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.</li></ul>	4
Science <ul style="list-style-type: none"><li>• One credit in Biology I and 2 credits in equally rigorous courses</li><li>• 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.</li></ul>	3
Social Studies <ul style="list-style-type: none"><li>• One credit in United States History; one credit in World History; one-half credit in U.S. Government, and one-half credit in Economics, <b>which must include Financial Literacy</b>.</li></ul>	3
Fine Arts, Performing Arts, Speech and Debate, or Practical Arts <ul style="list-style-type: none"><li>• The practical arts course must incorporate artistic content and techniques of creativity, interpretation, and imagination. Eligible courses are identified in the Course Code Directory.<sup>6</sup></li></ul>	1

<sup>1</sup> See s. 1008.4282(3)(a)-(g), F.S. A student may graduate with a minimum of 18 credit hours if he or she meets the core course credit (excluding physical education), assessment, and GPA requirements and completes three electives. See ss. 1002.3105(5) and 1003.4282(6)(a), F.S.

<sup>2</sup> Section 1003.01(14), F.S.

<sup>3</sup> See s. 1008.4282(3)(a)-(d), F.S.

<sup>4</sup> Section 1003.01(15), F.S.

<sup>5</sup> Section 1003.4282(3), F.S. Students must pass the grade 10 English language arts assessment and the Algebra I end-of-course assessment to graduate.

Physical Education <ul style="list-style-type: none"> <li>Must include the integration of health.</li> </ul>	1
Electives <ul style="list-style-type: none"> <li>Must include opportunities for students to earn college credit, including industry-certified career programs or courses that lead to college credit.</li> </ul>	8
Online Course Requirement <sup>7</sup> <ul style="list-style-type: none"> <li>One of the courses within the 24 credits must be completed through online learning.</li> </ul>	Determined based upon the course completed.

### Financial Literacy Instruction

The Next Generation Sunshine State Standards (NGSSS), adopted by the State Board of Education pursuant to state law, includes financial literacy standards for kindergarten through grade 12.<sup>8</sup> In 2014, after a committee of six experts in economics and finance reviewed the Council for Economic Education's (CEE) National Standards for Financial Literacy and after a series of public workshops, the state board incorporated the national standards into the NGSSS for Social Studies.<sup>9</sup>

Current law requires financial literacy standards to include information regarding:

- earning income;
- buying goods and services;
- saving and financial investing;
- taxes;
- the use of credit and credit cards;
- budgeting and debt management, including student loans and secured loans;
- banking and financial services;
- planning for one's financial future, including higher education and career planning; credit reports and scores; and
- fraud and identity theft prevention.<sup>10</sup>

Florida's 2016-2017 Course Code Directory includes courses in economics with financial literacy, incorporating 56 financial literacy standards, which students may use to satisfy the one-half course credit requirement for graduation. The directory also includes a semester-long course in personal financial literacy that school districts may offer to students.<sup>11</sup>

<sup>6</sup> 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.

<sup>7</sup> 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.*

<sup>8</sup> See rule 6A-1.09401(1)(c), F.A.C. (incorporating by reference Florida Department of Education, *Next Generation Sunshine State Standards—Social Studies, Revised June 2014*).

<sup>9</sup> See Florida Department of Education, *Next Generation Sunshine State Standards—Social Studies, Revised June 2014*, at 1 (incorporated by reference in rule 6A-1.09401(1)(c), F.A.C.).

<sup>10</sup> Section 1003.41(2)(d), F.S.

<sup>11</sup> See Florida Department of Education, *2016-2017 Course Directory*, <http://www.fldoe.org/policy/articulation/ccd/2016-2017-course-directory.stml> (last visited Mar. 24, 2017). See also CPALMS, *Browse and Search Courses*, <http://www.cpalms.org/Public/search/Course> (last visited Mar. 24, 2017) (providing the list of standards associated with course #2102335, Economics with Financial Literacy).

On a nationwide basis, efforts are being made to improve the general quality of financial literacy instruction. The CEE and the Champlain College Center for Financial Literacy have issued reports establishing goals for states to meet in order to generally improve financial literacy instructional standards.<sup>12</sup> The CEE report identifies five metrics for evaluating the quality of financial literacy instruction in a given state:

- inclusion of financial literacy in the state's academic standards;
- the requirement that the standards be implemented by each school district;
- the requirement that the standards are included in a high school course;
- the requirement that the high school course be completed by all high school students; and
- implementation of a standardized financial literacy assessment.<sup>13</sup>

Florida meets four of the five metrics. The state does not, however, administer a statewide, standardized financial literacy assessment.<sup>14</sup>

The Champlain College's Center for Financial Literacy has established an A-F scale for assessing a state's financial literacy instruction policy. The center currently rates Florida a "B," and it notes that the 56 financial literacy standards that are included in the economics course amounts to approximately 37 hours of financial literacy instruction.<sup>15</sup> The center advocates the development and implementation of a national financial literacy assessment in lieu of including implementation of a state assessment as one of its metrics. No such national assessment has been developed or implemented.<sup>16</sup>

Research shows that the effect of financial literacy instruction is limited regardless of the length of instruction. Instead, proximity of the instruction to a financial decision bears more impact on financial behavior. "Like other education, financial education decays over time; even large interventions with many hours of instruction have negligible effects on behavior or more from the time of intervention."<sup>17</sup>

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<sup>12</sup> See Council for Economic Education, *Survey of the States: Economic and Personal Finance Education in our Nation's Schools 2016*, available at <http://councilforeconed.org/wp/wp-content/uploads/2016/02/sos-16-final.pdf> [hereinafter referred to as "Council for Economic Education"]. See also Champlain College Center for Financial Literacy, *Is Your State Making the Grade? 2015 National Report Card on State Efforts to Improve Financial Literacy in High Schools* (2015), available at [http://www.champlain.edu/Documents/Centers-of-Excellence/Center-for-Financial-Literacy/2015\\_National\\_Report\\_Card.pdf](http://www.champlain.edu/Documents/Centers-of-Excellence/Center-for-Financial-Literacy/2015_National_Report_Card.pdf) [hereinafter referred to as *Champlain College*].

<sup>13</sup> See Council for Economic Education, *supra* at note 11.

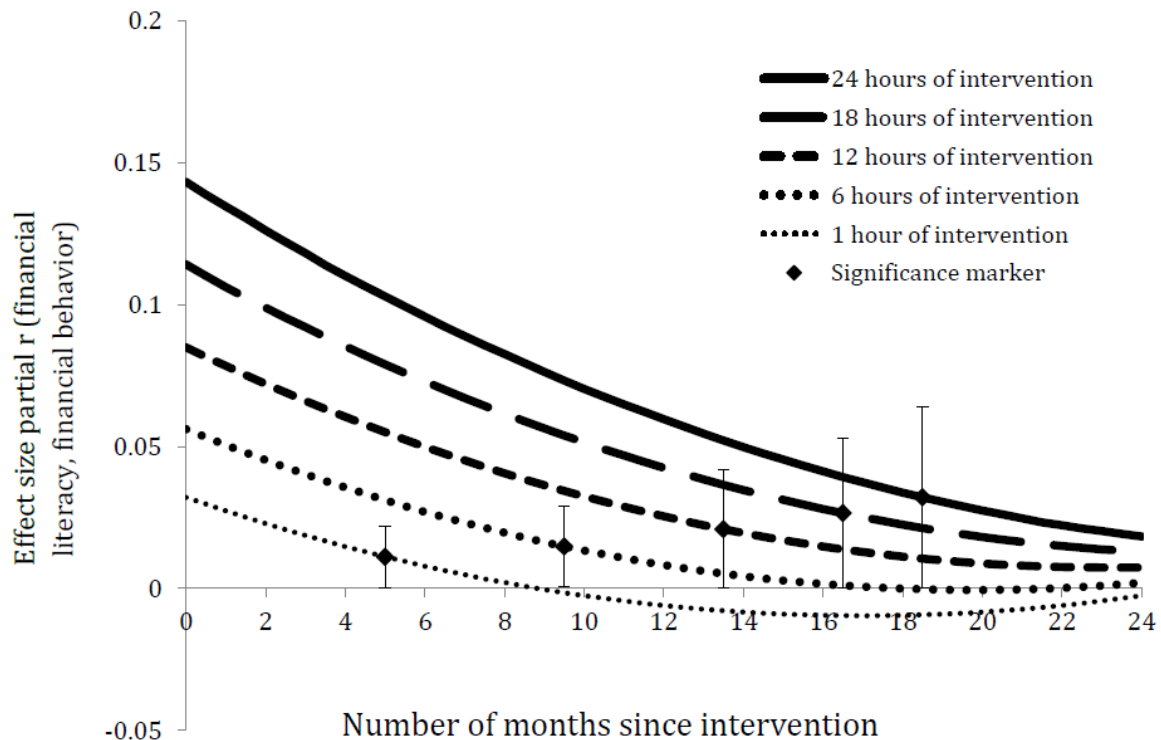
<sup>14</sup> See *id* at 6.

<sup>15</sup> See *Champlain College* at 35, *supra* at note 11.

<sup>16</sup> See *id* at 25.

<sup>17</sup> Daniel Fernandes, John Lynch, and Richard Netemeyer, *Financial Literacy, Financial Education, and Downstream Financial Behaviors*, 60 MANAGEMENT SCIENCE 1861, 1867 (2014) (suggesting that a "just-in-time" approach to financial education tied to specific behaviors may constitute a more effective intervention).

**Figure 4: Partial Correlation of Financial Education Interventions with Financial Behavior as a Function of Number of Hours of Intervention and Number of Months since Intervention**



### Effect of Proposed Changes

The bill requires the addition of personal financial literacy and money management to the NGSSS for financial literacy, effective for students entering grade 9 in the 2017-2018 school year and thereafter. The bill also specifies that financial literacy includes instruction on:

- types of bank accounts offered, opening and managing a bank account, and assessing the quality of a depository institution's services;
- balancing a checkbook;
- basic principles of money management, such as spending, credit, credit scores, and managing debt, including retail and credit card debt;
- completing a loan application;
- receiving an inheritance and related implications;
- basic principles of personal insurance policies;
- computing federal income taxes;
- local tax assessments;
- computing interest rates by various mechanisms;
- simple contracts;
- contesting an incorrect billing statement;
- types of savings and investments; and
- state and federal laws concerning finance.

The bill requires students entering grade 9 in the 2017-2018 school year and thereafter to complete a stand-alone, one-half credit in personal financial literacy, which must include discussion of or instruction in the topics above. Accordingly, the bill eliminates financial literacy instruction from the one-half credit economics requirement. To maintain the 24-credit requirement for graduation, the bill reduces the electives requirement from eight to seven-and-one-half credits.

Although the NGSSS financial literacy standards currently cover a number of these topics, the Florida Department of Education indicates that additional NGSSS would need to be developed and approved by the State Board of Education to include content on balancing a checkbook and receiving an inheritance.<sup>18</sup>

**B. SECTION DIRECTORY:**

Section 1. Amends s. 1003.41, F.S., revising the requirements for the Next Generation Sunshine State Standards to include financial literacy.

Section 2. Amends s. 1003.4282, F.S., revising the required credits for a standard high school diploma to include one-half credit of instruction in personal financial literacy and money management and seven and one-half, rather than eight, credits in electives.

Section 3. Provides an effective date.

**II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT**

**A. FISCAL IMPACT ON STATE GOVERNMENT:**

1. Revenues:

None.

2. Expenditures:

None.

**B. FISCAL IMPACT ON LOCAL GOVERNMENTS:**

1. Revenues:

None.

2. Expenditures:

None.

**C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:**

None.

**D. FISCAL COMMENTS:**

School districts may incur costs associated with procuring additional instructional materials aligned to the new personal financial literacy course, providing professional development to classroom teachers who will teach the course, and hiring additional classroom teachers to teach the course. These costs are indeterminate.

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<sup>18</sup> See Florida Department of Education, Agency Analysis of 2017 House Bill 955, p. 2-3 (Mar. 17, 2017).

### **III. COMMENTS**

#### **A. CONSTITUTIONAL ISSUES:**

1. Applicability of Municipality/County Mandates Provision:

Not applicable.

2. Other:

None.

#### **B. RULE-MAKING AUTHORITY:**

None.

#### **C. DRAFTING ISSUES OR OTHER COMMENTS:**

None.

### **IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES**

None.