

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Education

BILL: SB 662

INTRODUCER: Senator Wright

SUBJECT: School Grading System

DATE: February 7, 2020

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Sagues	Sikes	ED	Pre-meeting
2.			MS	
3.			RC	

I. Summary:

SB 662 modifies the school grading model for high schools beginning with the 2020-2021 school year by adding the percentage of students who completed two years of coursework as a participant in the United States Armed Forces Junior Reserve Officers' Training Corps program and earned a score of 31 or higher on the Armed Services Vocational Aptitude Battery as a school grade college and career acceleration component.

The fiscal impact of the bill is indeterminate. See Section V.

The bill takes effect on July 1, 2020.

II. Present Situation:

Junior Reserve Officers' Training Corp

The U.S. Army Junior Reserve Officers' Training Corps (JROTC) is one of the largest youth character development and citizenship programs in the world. The National Defense Act of 1916 established organized JROTC programs at public and private educational institutions. In 1964, Congress expanded the program to require that each military service have a JROTC program to "instill in students in U.S. secondary educational institutions the values of citizenship, service to the U.S., and personal responsibility and a sense of accomplishment."¹

The U.S. Army's JROTC program currently operates in more than 1,700 public and private high schools, military institutions, and correctional centers throughout the U.S. and overseas.² JROTC

¹ U.S. Army JROTC, *Army Junior ROTC Program Overview*, http://www.usarmyjrotc.com/general/program_overview.php (last visited January 29, 2020), See 10 U.S.C. § 2031.

² U.S. Army JROTC, *Army Junior ROTC Program Overview*, http://www.usarmyjrotc.com/general/program_overview.php (last visited January 29, 2020).

faculty is led by nearly 4,000 instructors who are retired from active duty, reserve duty, or National Guard Army service. Instructors are trained and qualified in accordance with the National Defense Authorization Act of 2007 to teach and mentor approximately 314,000 JROTC students (cadets) annually.³

The U.S. Army Cadet Command (USACC) is limited to the current number of 1,709 JROTC programs based on congressionally mandated funding.⁴ The USACC cannot have more than the current number of programs, and can only open a new JROTC program when an existing one closes. Congress and the U.S. Department of Defense must allocate more funding in order to open and sustain more JROTC programs in addition to the current 1,709 JROTC programs.⁵

Armed Services Vocational Aptitude Battery

The Armed Services Vocational Aptitude Battery (ASVAB) is a multiple choice test, administered by the United States Military Entrance Processing Command, used to determine qualification for enlistment in the United States' Armed Forces.⁶

The ASVAB is a timed multi-aptitude test, which is given at over 14,000 schools and Military Entrance Processing Stations nationwide and is developed and maintained by the Department of Defense.⁷ It measures a young adult's strengths and potential for success in military training.

The ASVAB consists of 10 subtests, and the scores on those subtests are used to determine the best jobs for those entering a branch of the military. Scores from four of the math and verbal domain subtests, are used to determine an Armed Forces Qualification Test (AFQT) score, which determines eligibility for enlistment.⁸

Each branch of the military has different standards. The minimum scores each branch of the military requires depends on whether a potential recruit has a high school diploma or a high school equivalency diploma (GED). Those students with a GED need a higher AFQT score than students with a high school diploma. An AFQT score of 60 indicates that the examinee scored as well as or better than 60 percent of the nationally representative sample. For high school graduates earning a diploma, the requirements by military branch are as follows:⁹

- Air-Force recruits are required to have a minimum AFQT score of 36.
- Army recruits are required to have a minimum AFQT score of 31.
- Coast-Guard recruits are required to have a minimum AFQT score of 40.
- Marine recruits are required to have a minimum AFQT score of 32.
- National-Guard recruits are required to have a minimum AFQT score of 31.
- Navy recruits are required to have a minimum AFQT score of 35.

³ *Id.*

⁴ *Id.* The USACC is the receiving party for applications to establish new JROTC programs.

⁵ *Id.*

⁶ Official ASVAB, *ASVAB Fact Sheet* (2018), available at http://www.officialasvab.com/docs/asvab_fact_sheet.pdf.

⁷ Military.com, *The ASVAB Test*, <https://www.military.com/join-armed-forces/asvab> (last visited Feb. 5, 2020).

⁸ US Military Careers, *How the ASVAB Score is Computed* <https://www.thebalancecareers.com/how-the-asvab-afqt-score-is-computed-3354094> (last visited Feb. 5 2020).

⁹ *Id.*

Junior Reserve Officers' Training Corp in Florida

Under Florida law, a school district may not ban any branch of the United States Armed Forces or the United States Department of Homeland Security from establishing, maintaining, or operating a unit of the Junior Reserve Officers' Training Corps at a public high school, and:¹⁰

- A school district must allow a student attending a public high school in the district to enroll in the JROTC at another public school under certain conditions.
- A school district must grant military recruiters of the United States Armed Forces and United States Department of Homeland Security the same access to secondary school students, and to school facilities and grounds, which the district grants to postsecondary educational institutions or prospective employers of students.

Every Student Succeeds Act (ESSA)

The Every Student Succeeds Act (ESSA), which reauthorized the Elementary and Secondary Education Act (ESEA), was signed into federal law on December 10, 2015. ESSA includes provisions to:¹¹

- Help ensure success for students and schools through advancing equity by upholding protections for disadvantaged and high-need students.
- Require that all students be taught to high academic standards that will prepare them to succeed in college and careers.
- Ensure that vital information is provided to educators, families, students, and communities through annual statewide assessments that measure students' progress.
- Support and grow local innovations.
- Increase access to high-quality preschool.
- Maintain an expectation that there will be accountability and action to effect positive change in the lowest-performing schools.

Florida's ESSA plan received approval from the United States Department of Education on September 26, 2018. The Florida ESSA plan includes the college and career acceleration component of the school grading formula that awards points for students who earn accelerated credit during their high school career.¹²

School Grading System

School grades provide an easily understandable way to measure the performance of a school. Parents and the general public can use the school grade and its components to understand how well each school is serving its students.¹³ School grades are used in the state system of school

¹⁰ Section 1003.451(1), F.S.

¹¹ U.S. Department of Education, *Every Student Succeeds Act (ESSA)*, <https://www.ed.gov/essa?src=rn> (last visited Feb. 5, 2020).

¹² Florida Department of Education, *Every Student Succeeds Act (ESSA) State Plan* (2018), available at <http://www.fldoe.org/core/fileparse.php/14196/urlt/FL-ESSA-StatePlan.pdf> at 20.

¹³ Florida Department of Education, *2019 School Grades Overview* (2019), available at <http://www.fldoe.org/core/fileparse.php/18534/urlt/SchoolGradesOverview19.pdf>.

improvement and accountability to determine the need for school intervention and support,¹⁴ or to determine whether a school is eligible for school recognition funds.¹⁵

Schools are graded using one of the following grades:¹⁶

- “A,” schools making excellent progress (62 percent or higher of total applicable points).
- “B,” schools making above average progress (54 to 61 percent of total applicable points).
- “C,” schools making satisfactory progress (41 to 53 percent of total applicable points).
- “D,” schools making less than satisfactory progress (32 to 40 percent of total applicable points).
- “F,” schools failing to make adequate progress (31 percent or less of total applicable points).

Elementary schools, middle schools, and high schools each share a basic model for determining school grades, based on the percentage of total points earned by a school for each component in the model. All schools are graded on the percentage of eligible students who pass assessments in ELA, mathematics, science, and social studies; student learning gains in ELA and mathematics; and students in the lowest 25 percent of ELA and mathematics performers who make learning gains.¹⁷ Middle and high school models include additional components beyond the basic model.¹⁸

For a high school comprised of grades 9 through 12 or grades 10 through 12, the school’s grade is also based on following components:¹⁹

- The 4-year high school graduation rate of the school as defined by State Board of Education (SBE) rule.²⁰
- The percentage of students who were eligible to earn college and career credit through College Board Advanced Placement (AP) examinations, International Baccalaureate (IB) examinations, dual enrollment courses, or Advanced International Certificate of Education (AICE) examinations; or who, at any time during high school, earned national industry certifications identified in the CAPE Industry Certification Funding List, pursuant to rules adopted by the SBE.

III. Effect of Proposed Changes:

The bill amends s. 1008.34, F.S., to modify the school grading model for high schools beginning with the 2020-2021 school year.

Specifically, the bill adds the percentage of students who completed two years of coursework as a participate in the United States Armed Forces Junior Reserve Officers’ Training Corps

¹⁴ See s. 1008.33(4), F.S.

¹⁵ See s. 1008.36, F.S.

¹⁶ Section 1008.34(2), F.S. and Rule 6A-1.09981(4)(d), F.A.C.

¹⁷ Section 1008.34(3)(b), F.S. If a school does not have at least 10 students with complete data for one or more of the components, those components may not be used in calculating the school’s grade. Section 1008.34(3)(a), F.S.

¹⁸ See s. 1008.34(3)(b), F.S. and Rule 6A-1.09981(4)(a)-(c), F.A.C.

¹⁹ Section 1008.34(3)(b)2., F.S., and Rule 6A-1.09981(4)(c)2. and 3., F.A.C.

²⁰ The four-year high school graduation rate of the school as measured according to 34 CFR §200.19, Other Academic Indicators, effective November 28, 2008. Rule 6A-1.09981(4)(c)1., F.A.C.

(JROTC) program and earned a score of 31 or higher on the Armed Services Vocational Aptitude Battery as a school grade college and career acceleration component.

The bill may require the Florida Department of Education (DOE) to amend the state Every Student Succeeds Act (ESSA) plan to reflect the change in how the college and career acceleration component is calculated and obtain approval of the amended plan by the United States Department of Education.²¹

Schools that do not offer JROTC programs may not have equal opportunity to receive credit in their school grade calculation.

The bill takes effect on July 1, 2020.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

²¹ Florida Department of Education, *2020 Agency Analysis of SB 662* (Oct. 29, 2019) at 3.

C. Government Sector Impact:

The fiscal impact of the bill is indeterminate. The Department of Education may incur additional costs to collect and process the data to be calculated into the school grades acceleration component.

VI. Technical Deficiencies:

The bill amends s. 1008.34, F.S, and modifies the school grading model for high schools beginning with the 2020-2021 school year. However, the earliest the required data could be collected for inclusion in the school grades acceleration component would be for the 2020-2021 school year. Because the school grades acceleration component lags by a year, the earliest this could be incorporated for school grades would be the summer of 2022.²² Perhaps this should be amended to change the implementation date to the 2021-2022 school year.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill substantially amends section 1008.34 of the Florida Statutes.

IX. Additional Information:**A. Committee Substitute – Statement of Changes:**

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.

²² Florida Department of Education, *2020 Agency Analysis of SB 662* (Oct. 29, 2019) at 5.