

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/HB 157 First Aid Training in Public Schools

SPONSOR(S): Secondary Education & Career Development Subcommittee, Hawkins, Busatta Cabrera and others

TIED BILLS: None **IDEN./SIM. BILLS:** SB 280

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Secondary Education & Career Development Subcommittee	16 Y, 0 N, As CS	Bauman	Sanchez
2) PreK-12 Appropriations Subcommittee	13 Y, 0 N	Bailey	Potvin
3) Education & Employment Committee	20 Y, 0 N	Bauman	Hassell

SUMMARY ANALYSIS

The bill requires school districts to provide basic training in first aid, including one hour of cardiopulmonary resuscitation (CPR) instruction, for public school students in grades 9 and 11. Basic CPR instruction for students is currently encouraged but not required by state law.

The bill provides that the CPR training must be based on a nationally recognized program that uses the most current evidence-based emergency cardiovascular care guidelines. The instruction must allow students to practice the psychomotor skills associated with performing CPR. If a school district has the necessary equipment, students must also be provided instruction in the use of an automated external defibrillator.

The bill encourages school districts to provide basic first aid training, including CPR instruction, to students in grades 6 and 8.

The bill has indeterminate fiscal impact. See Fiscal Comments.

The bill provides an effective date of July 1, 2021.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

Cardiac Arrest

Heart disease is the leading cause of death in the United States.¹ Sudden cardiac arrest is the leading cause of death for student athletes.²

Cardiac arrest is the abrupt loss of heart function in a person who may or may not have been diagnosed with heart disease. It can come on suddenly or in the wake of other symptoms. Cardiac arrest is often fatal if appropriate steps aren't taken immediately.³

More than 356,000 cardiac arrests occur outside a hospital in the United States each year.⁴ Among those cardiac arrests, 7,037 children experience cardiac arrest outside a hospital.⁵

Cardiopulmonary Resuscitation

Though the vast majority of cardiac arrests occur at home, approximately 19 percent of adult cardiac arrests and 13 percent of juvenile cardiac arrests occur in public.⁶ Bystander cardiopulmonary resuscitation (CPR) can double or triple a person's chances of survival if started immediately.⁷ A barrier to bystanders providing lifesaving care for cardiac arrest victims is a lack of training, especially in how to perform CPR.⁸

Certain people, including people in low-income or minority neighborhoods, are less likely to receive CPR from bystanders compared to people in high-income white neighborhoods.⁹ Research indicates that older age, less education, and lower income factors are associated with reduced likelihood of CPR training. These findings illustrate important gaps in CPR education in the United States and reflect the need for CPR training efforts tailored to address this variability.¹⁰

Cardiopulmonary Resuscitation in Schools

As part of student wellness and physical education policies, Florida law encourages school districts to provide basic training in first aid, including CPR, for all students beginning in grade 6 and occurring every 2 years thereafter.¹¹ If provided, the CPR instruction must be based on a nationally recognized

¹ Center for Disease Control and Prevention, *Heart Disease*, <https://www.cdc.gov/heartdisease/facts.htm> (last visited April 16, 2021).

² Mayo Clinic, *Sudden Death in Young People: Heart Problems Often Blamed*, <https://www.mayoclinic.org/diseases-conditions/sudden-cardiac-arrest/in-depth/sudden-death/art-20047571> (last visited April 16, 2021).

³ American Heart Association, *About Cardiac Arrest*, <https://www.heart.org/en/health-topics/cardiac-arrest/about-cardiac-arrest> (last visited April 16, 2021).

⁴ *Id.*

⁵ American Academy of Pediatrics, *Advocating for Life Support Training of Children, Parents, Caregivers, School Personnel, and the Public*, <https://pediatrics.aappublications.org/content/141/6/e20180705#ref-1> (last visited April 16, 2021).

⁶ American Heart Association, *Why Women Fear Performing CPR on Women—and What to Do About It*, <https://www.heart.org/en/news/2020/11/23/why-people-fear-performing-cpr-on-women-and-what-to-do-about-it> (last visited April 16, 2021).

⁷ *Id.*

⁸ University of Virginia Health, *Bystanders Can Help More Cardiac Arrest Victims Survive*, <https://newsroom.uvahealth.com/2019/12/11/bystanders-save-cardiac-arrest-patients/> (last visited April 16, 2021).

⁹ Centers for Disease Control and Prevention, *Three Things You May Not Know About CPR*, <https://www.cdc.gov/heartdisease/cpr.htm> (last visited April 16, 2021).

¹⁰ Journal of the American Heart Association, *Cardiopulmonary Resuscitation Training Disparities in the United States*, <https://www.ahajournals.org/doi/10.1161/JAHA.117.006124> (last visited April 16, 2021).

¹¹ Section 1003.453(3), F.S.

program that uses current evidence-based emergency cardiovascular care guidelines.¹² Florida law also requires the instruction to allow students to practice psychomotor skills associated with performing CPR and how to use an automatic external defibrillator (AED) when a school district has the necessary equipment to provide AED instruction.¹³ School districts are encouraged to pursue private and public partnerships to provide the requisite training or funding.¹⁴

There is currently one benchmark related to CPR within the Next Generation Sunshine State Standards for physical education, which requires students to demonstrate basic CPR procedures.¹⁵ The benchmark for basic CPR is included in certain courses at the high school level including:¹⁶

- Health Opportunities through Physical Education (HOPE);
- Care and Prevention of Athletic Injuries;
- Water Safety;
- Personal Fitness Trainer;
- Access Health Opportunities Through Physical Education;
- Florida’s Preinternational Baccalaureate Personal Fitness;
- United States Coast Guard Leadership and Operations 1-4; and
- First Aid and Safety.

Although not a requirement, most districts currently providing instruction offer CPR through HOPE and other physical education courses.¹⁷ According to the Florida Department of Education, most districts providing this instruction partner with the American Heart Association in their area for the instructors and necessary equipment.¹⁸ At least 11 school districts have adopted policies requiring CPR training as a graduation requirement; many school districts provide CPR instruction through course offerings and partnerships with local partners but do not have a graduation requirement.¹⁹

Given concerns regarding the health and safety of student-athletes, Florida law also requires all Florida High School Athletic Association member public schools to have an operational AED available in a clearly marked, publicized location for all athletic contests, practices, workouts, and conditioning sessions.²⁰ Beginning June 1, 2021, a school employee or volunteer trained in CPR and use of an AED must be present at athletic activities, including competitions, practices, workouts, and conditioning sessions.²¹

¹² *Id.*

¹³ *Id.*

¹⁴ *Id.*

¹⁵ CPALMS, Standards, *Physical Education, PE.912.M.1.17, Benchmark Information*, <https://www.cpalms.org/Public/PreviewStandard/Preview/8022> (last visited April 16, 2021); See Florida Department of Education, *Legislative Analysis for SB 280* (Dec. 28, 2020), at 2.

¹⁶ See CPALMS, Standards, *PE.912.M.1.17*, <https://www.cpalms.org/Public/PreviewStandard/Preview/8022> (last visited April 16, 2021) (Click “Related Courses”); CPALMS, *First Aid and Safety* (#0800320), <https://www.cpalms.org/Public/PreviewCourse/Preview/4688> (last visited April 16, 2021) (Click “Course Information”).

¹⁷ Email from Florida Department of Education Legislative Affairs, Re: CPR Instruction in Schools (March 30, 2021).

¹⁸ *Id.*; see also American Heart Association, *Florida*, <https://www.heart.org/en/affiliates/florida> (last visited April 16, 2021) (partnership community efforts with school districts in Brevard County, Marion County, and Polk County).

¹⁹ See Adrienne Cutway & James Sparvero, *CPR Training Now Mandatory for Brevard County Students*, WKMG ClickOrlando (Nov. 22, 2017) (stating that 11 Florida school districts require CPR instruction for graduation requirement); American Heart Association, *Florida*, <https://www.heart.org/en/affiliates/florida> (last visited April 16, 2021); Orange County Public Schools, *Nearly 34,000 Students Trained in One Day* (Sept. 29, 2017),

https://www.ocps.net/departments/media_relations/newsroom/nearly_34000_students_trained_in_one_day (Orange County school district partnering with Orange County Fire Department and AHA for CPR instruction); The School District of Palm County, *Students Teach Peers CPR* (Dec. 5, 2019), https://www.palmbeachschools.org/news/what_s_new/december_2019/students_teach_peers_c_p_r (Palm County School District hands-only CPR program training students and using student instructors).

²⁰ Section 1006.165(1)(a), F.S.

²¹ Section 1006.165(1)(b), F.S.

According to the American Heart Association, 38 states and Washington D.C. have passed laws or adopted curriculum requiring hands-on, guidelines-based CPR training for students to graduate high school.²²

Effect of Proposed Changes

The bill requires school districts to provide basic training in first aid, including one hour of CPR instruction, for students in grades 9 and 11. The bill provides that the CPR training must be based on a nationally recognized program that uses the most current evidence-based emergency cardiovascular care guidelines. The instruction must allow students to practice the psychomotor skills associated with performing CPR. If a school district has the necessary equipment, students must also be provided instruction in the use of an AED.

The bill encourages school districts to provide basic first aid training, including CPR instruction, to students in grades 6 and 8.

B. SECTION DIRECTORY:

Section 1. Amends s. 1003.453, F.S., revising the grade levels that school districts are encouraged to provide certain first aid training; requiring school districts to provide certain first aid to specified grade levels; providing requirements for such training.

Section 2. Provides an effective date of July 1, 2021.

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:

See Fiscal Comments.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

See Fiscal Comments.

D. FISCAL COMMENTS:

The bill requires school districts to provide at least one hour of CPR training for each student in grade 9 and grade 11. School districts that do not already provide instruction in CPR may incur costs to implement the required instruction. At least one district employee will need to be certified to teach CPR. According to the Department of Education (DOE), the cost of receiving training to provide CPR instruction from the American Heart Association varies depending on training location, but averages

²² American Heart Association, *CPR Training at School Now Required in 38 States*, <https://www.heart.org/en/news/2018/08/22/cpr-training-at-school-now-required-in-38-states> (last visited April 16, 2021).

\$350 per person.²³ The school district may incur costs for any necessary materials to provide hands-on training to students, school staff, or school district staff.²⁴ Such materials may include, but are not limited to, mannequins (ranging in price from \$143 to \$495 for American Red Cross mannequins), face shields, and gloves.²⁵ Total costs are indeterminate at this time.

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:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On March 30, 2021, the Secondary Education and Career Development Subcommittee adopted one amendment and passed the bill favorably as a committee substitute. The amendment:

- Requires basic training in first aid, including one hour of CPR instruction, for public school students in grades 9 and 11. The instruction must be based on a nationally recognized program using the most current evidence-based emergency cardiovascular care guidelines. The instruction must also allow for students to practice the psychomotor skills associated with performing CPR. If the district has the necessary equipment, students must also be instructed in the use of an automated external defibrillator (AED).
- Removes the electrocardiogram screening requirement for student-athletes.
- Encourages basic first aid training, including CPR, for students in grades 6 and 8.

The analysis is drafted to the bill as amended by the Secondary Education and Career Development Subcommittee.

²³ Florida Department of Education, *Legislative Analysis for SB 280* (Dec. 28, 2020), at 3.

²⁴ *Id.*

²⁵ *Id.*