

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 1025 Summer Youth Service Learning

SPONSOR(S): Bush

TIED BILLS: None **IDEN./SIM. BILLS:** SB 1512

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Secondary Education & Career Development Subcommittee	14 Y, 0 N	Aaronson	Sanchez
2) Post-Secondary Education & Lifelong Learning Subcommittee			
3) Appropriations Committee			
4) Education & Employment Committee			

SUMMARY ANALYSIS

In an effort to enable students to gain meaningful work experience and exposure to exciting career industries; interact with working professionals in a positive work environment; and learn and develop the skills, attitudes, and commitment necessary to succeed in today's economy, the bill creates summer youth employment opportunities for students.

The bill creates a summer youth service learning program to match low- and moderate-income students who have demonstrated outstanding academic records or trade skills with appropriate summer employment opportunities to prepare such students to enter the workforce as adults.

Participating students must:

- be between 14 and 22 years old;
- be enrolled in a secondary school or postsecondary education institution in Florida;
- be in good academic standing as established by the State Board of Education (SBE);
- be responsible for transportation to and from the place of employment; and
- meet any other criteria established by the SBE.

The bill requires state agencies and district school boards, and allows local governments and private businesses, to participate in the program. The Department of Education must create a statewide employment hub for summer employment opportunities. Each school district and postsecondary institution must notify students of the employment hub.

Participating employers may provide students with a pass for public transportation for the duration of the student's summer employment. Participating employers are required to provide each participating student with an honest and accurate letter of recommendation at the end of the student's summer employment.

The bill has an indeterminate fiscal impact. See fiscal comments, *infra*.

The bill provides an effective date of July 1, 2022.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

K-20 Education System

The mission of Florida's K-20 education system is to “allow its students to increase their proficiency by allowing them the opportunity to expand their knowledge and skills through rigorous and relevant learning opportunities.”¹ Florida’s K-20 education system prioritizes preparing all students at every level for the transition from school to postsecondary education or work by providing information regarding:

- career opportunities;
- educational requirements associated with each career;
- educational institutions that prepare students to enter each career;
- student financial aid available to pursue postsecondary instruction required to enter each career;
- how to make informed decisions about the program of study that best addresses the students’ interests and abilities, while preparing them to enter postsecondary education or the workforce; and
- recommended coursework and programs that prepare students for success in their areas of interest and ability.²

Florida’s education system prioritizes closing the achievement gap between economically disadvantaged and non-economically disadvantaged students. The gap between graduation rates for such students has significantly decreased since 2014.³ Students are provided a variety of opportunities to develop skills to prepare for employment and postsecondary education in Florida’s K-20 education system, including work-based learning programs.

Work-Based Learning

High school work-based learning programs support young people in gaining the skills and experiences that help facilitate the transition from high school into a career. Work-based learning opportunity is defined as “an interaction with industry or community professionals that occurs in a workplace setting, to the extent possible, or a simulated environment at an educational institution that allows firsthand experience with tasks required in a given career field, is aligned with curriculum and instruction, and is provided in partnership with an educational institution.”⁴ Work-based learning includes network building and allowing students to build relationships with real-life industry experts. Work-based learning in Florida schools is aligned with state-board adopted standards and guided by the teacher and employer of the student.⁵

In 2019-2020, 72,334 kindergarten through grade 12 students were enrolled in work-based learning courses during summer, fall, and spring semesters. This enrollment was across 119 different available work-based learning courses, such as Executive Internship, Voluntary Public Service, Pre-Apprenticeships, Career Experience, Cooperative Diversified Education On-the-Job Training, and Career and Technical Education Internships.⁶

¹ Section 1000.03(4), F.S.

² Section 1000.03(5)(h), F.S.

³ Florida Department of Education, *Closing the Gap*, <https://edudata.fldoe.org/StrategicPlan/reports/ClosingTheGap.html> (last visited Feb. 11, 2022).

⁴ Section 446.0915(1), F.S.

⁵ Florida Department of Education, Division of Career and Adult Education, *Work-Based Learning & the Comprehensive Local Needs Assessment* (2020), available at <https://www.fldoe.org/core/fileparse.php/18815/urlt/CLNA-Work-BasedLearning.pdf>.

⁶ Florida Department of Education, Agency Analysis of 2022 Senate Bill 1512, p. 2 (Jan. 26, 2022).

Youth Summer Employment

Low-income students experience cumulative summer learning losses, resulting in a negative impact on the achievement gap between economically disadvantaged and non-economically disadvantaged youth.⁷ Summer employment opportunities for high school youth, specifically economically disadvantaged youth, provide a variety of benefits leading to greater academic success including gaining work experiences, supplementing family income, increasing time-management skills, self-confidence, and responsibility.⁸ The youth labor force grows drastically between April and July of each year as many high school and college students attain summer jobs. In July 2021, 54.4 percent of young people ages 16 to 24 were employed, growing the labor force as a whole by 2.4 million working individuals.⁹

Studies have shown that participation in summer youth employment programs affects academic outcomes by increasing school attendance,¹⁰ test taking skills, and passing outcomes.¹¹ Multiple Florida districts support youth through summer employment programs.¹²

Career Source Broward Summer Youth Employment Program

CareerSource Florida in Broward County provides summer youth employment opportunities through the Summer Youth Employment Program (SYEP). To participate, high school students must:¹³

- be able to work in the United States;
- be a Broward County resident;
- have a valid and current identification; and
- be between 16 and 18 years old.

The SYEP provides Broward county students employment for 30 hours per week for 8 weeks over the summer. Participating youth earn the current minimum wage rate per hour, which is deposited onto a payroll card every two weeks. The selection of students is based on if the student is economically disadvantaged,¹⁴ the date of application submission, and a random lottery selection. All students are required to take a three-day employability training focusing on skills including punctuality, communication, problem solving, and teamwork.¹⁵

The SYEP is funded primarily by the Children's Services Council of Broward County and employers participating in the program host students at no cost. Employers must apply to become a host site and undergo a site visit and approval, as well as mandatory orientation and training for supervisors directly overseeing students. Youth are assigned to each agency through the program and employers do not conduct interviews or select their summer employee.¹⁶

⁷ National Summer Learning Association, *On Summer Loss*, available at <https://www.readingrockets.org/article/summer-loss>.

⁸ Joanna Penn, *The impact of summer youth employment on academic outcomes*, The Journalist's Resource, August 12, 2014, available at <https://journalistsresource.org/politics-and-government/impact-summer-youth-employment-academic-year-outcomes/>.

⁹ United States Department of Labor, Bureau of Labor Statistics, *Employment and Unemployment Among Youth – Summer 2021* (August 18, 2021), available at <https://www.bls.gov/news.release/pdf/youth.pdf>.

¹⁰ Jacob Leos-Urbel, *What Is a Summer Job Worth? The Impact of Summer Youth Employment on Academic Outcomes*, Journal of Policy Analysis and Management, July 8, 2014, available at <https://onlinelibrary.wiley.com/doi/10.1002/pam.21780>.

¹¹ Amy Ellen Schwartz, *Making summer matter: The impact of youth employment on academic performance*, Quantitative Economics, May 13, 2021, available at <https://onlinelibrary.wiley.com/doi/full/10.3982/QE883>.

¹² Summer employment programs are available for youth in Broward, St. Lucie, and Martin county, as well as Palm Beach county and Duval county. See Junior Achievement of South Florida, *Summer Employment*, <https://www.jasouthflorida.org/summer-employment/> (last visited Feb. 14, 2022). See also City of Jacksonville, Florida, *Mayor's Youth at Work Partnership*, <https://www.coj.net/departments/mayors-youth-at-work-partnership> (last visited Feb. 14, 2022).

¹³ CareerSource Broward, Summer Youth Employment Program, *About the Summer Youth Employment Program*, <https://careersourcebroward.com/youth-services/syep> (last visited Feb. 13, 2022).

¹⁴ Based on household income and household size.

¹⁵ CareerSource Broward, Summer Youth Employment Program, *Youth Enrollment Frequently Asked Questions* (2021), available at <https://careersourcebroward.com/assets/uploads/general/YOUTH-ENROLLMENT-2022.pdf>.

¹⁶ CareerSource Broward, Summer Youth Employment Program, *Worksite Frequently Asked Questions (FAQs)* (2021), available at <https://careersourcebroward.com/assets/uploads/documents/EMPLOYER-FAQs-2020-1.pdf>.

Employment locations include local governmental organizations such as schools, libraries, municipalities, non-profit companies, and for-profit businesses. Job types available for students in the SYEP include clerical, child care assistant, camp counselor aide, park aide, custodial, library assistant, landscaping, data entry, and many more.¹⁷

In 2021, the SYEP in Broward County had a total of 823 youth, with 640 youth (78 percent) completing the program. Eighty-seven percent of program completers in 2021 showed proficiency in employability skills according to pre- and post-testing.¹⁸

CareerSource Summer of Success Youth Employment Success Solutions

A similar program to the SYEP in Broward County occurs in St. Lucie and Martin counties through the Summer of Success Youth Employment Success Solutions training programs.¹⁹ To participate in the program, students must:

- be 16 to 21 years of age (St. Lucie County)²⁰ or 16 to 18 years of age (Martin County);²¹
- be a resident of the county in which the program occurs (St. Lucie or Martin);
- be able to commit to the full program;
- have reliable transportation to and from the program training location and worksite; and
- be motivated to succeed.²²

Students who complete the classroom training portion of the program, learning valuable skills for success in the workplace, may work up to 32 hours a week for four to six weeks, depending on county of residence. Participating youth receive \$9.50 per hour. Employers may include private, non-profit, and public companies and go through a similar process of approval and administration to the Broward SYEP.

Postsecondary Education System

The mission of Florida's postsecondary education system is "to develop human resources, to discover and disseminate knowledge, to extend knowledge and its application beyond the boundaries of its campuses, and to develop in students heightened intellectual, cultural, and humane sensitivities; scientific, professional, and technological expertise; and a sense of purpose."²³

The Legislature created the Florida College System (FCS) "to maximize open access for students, respond to community needs for postsecondary academic education and career degree education, and provide associate and baccalaureate degrees that will best meet the state's employment needs."²⁴ The FCS is comprised of 28 public postsecondary colleges, each serving the residents of its service area.²⁵ FCS institutions are overseen by the State Board of Education (SBE) and are governed by local boards of trustees.²⁶

¹⁷ CareerSource Broward, *Youth Enrollment Frequently Asked Questions* (2021), available at <https://careersourcebroward.com/assets/uploads/general/YOUTH-ENROLLMENT-2022.pdf>.

¹⁸ Email from Latema King, SYEP Program Manager, CareerSource Broward, re: CareerSource Broward's Summer Youth Employment Program Data (Feb. 3, 2022).

¹⁹ CareerSource Research Coast, *Summer of Success*, <https://careersourcerc.com/youth/summer-of-success/> (last visited Feb. 11, 2022).

²⁰ CareerSource Research Coast, *Summer of Success St. Lucie County* (2021), available at <https://secureservercdn.net/198.71.233.231/8jq.6c5.myftpupload.com/wp-content/uploads/2021/04/St-Lucie-County-Summer-of-Success-2021-Youth-Flyer.pdf>.

²¹ CareerSource Research Coast, *Summer of Success Martin County* (2021), available at <https://secureservercdn.net/198.71.233.231/8jq.6c5.myftpupload.com/wp-content/uploads/2021/06/Martin-County-Summer-of-Success-2021-Employer-Flyer.pdf>.

²² See notes 20 and 21, *supra*.

²³ Section 1004.01(3), F.S.

²⁴ Section 1001.60(1), F.S.

²⁵ Section 1000.21(3)(a)-(bb), F.S.

²⁶ Fla. Const. art. IX, s. 8.

Florida Work Experience Program

The Florida Work Experience Program (FWEP) is a needs-based program administered by the DOE, providing students in Florida's postsecondary education system with work experiences to complement and reinforce their educational and career goals.²⁷ To receive aid through the FWEP, a student must:²⁸

- be a Florida resident and U.S. citizen or eligible non-citizen;
- not owe repayment or be in default under any state or federal grant, loan, or scholarship program unless satisfactory arrangements to repay have been made;
- not have previously received a baccalaureate degree, unless enrolled in an eligible educator preparation institute;
- enroll for a minimum of six credit hours per term or 180 clock hours at a state university or Florida College System institution authorized by Florida law;
- enroll no less than half-time in a career certificate program consisting of no less than 450 clock hours of instruction at an eligible career center, or enroll as no less than a half-time student in good standing at an eligible educator preparation institute; and
- maintain the equivalent of a cumulative grade point average (GPA) of 2.0 on a 4.0 scale.

Students must complete a Federal Application for Student Financial Aid prior to program participation. Students demonstrating financial need by qualifying and receiving federal Pell Grant funds up to the full cost of tuition receive first priority in the FWEP.²⁹

Participating institutions enter into contractual agreements with public or private employers to administer the FWEP³⁰ and students are paid no less than minimum wage.³¹ In 2021-2022, the FWEP received an appropriation of \$1,569,922.³² A total of 674 students received payment with an average award amount of \$1,980.³³

State Summer Youth Employment Outside of Florida

The Summer Youth Employment Program in New York connects youth between the ages of 14 to 24 with career exploration opportunities and paid work experiences during the summer. This program has five different service options, targeting different cohorts of youth based on income, living situation,³⁴ and location of residency.³⁵ Youth are selected for program participation through a lottery, or direct recruitment by a participating provider.

This program provides paid, project-based learning experience providing enriching career exploration for youth ages 14 to 15. These youth work 12.5 hours a week for six weeks during the summer, and receive a \$700 stipend based on attendance and participation.³⁶

²⁷ Section 1009.77(1), F.S.

²⁸ Florida Student Financial Aid, *Florida Work Experience Program Fact Sheet* (2021), available at <https://www.floridastudentfinancialaids.org/PDF/factsheets/FWEP.pdf>. See also s. 1009.77(1)(a)-(d) and (8)(a)-(d), F.S.

²⁹ Section 1009.77(8)(c), F.S.

³⁰ Section 1009.77(3), F.S.

³¹ Section 1009.77(7), F.S.

³² Specific Appropriations 6 and 72, s. 2, ch. 2021-36, L.O.F.

³³ Florida Department of Education Office of Student Financial Assistance, *FWEP End-of-Year Report 2020-21* (2021), available at https://www.floridastudentfinancialaids.org/PDF/PSI/FWEP_2020_2021.pdf.

³⁴ The Emerging Leaders option is designed for youth who are residing in shelters, justice/court involved, in foster care, receiving preventive services, receiving cash assistance, attending access or alternative schools, or experiencing gender-based violence. See New York City Department of Youth & Community Development, *Summer Youth Employment Program*, <https://www1.nyc.gov/site/dycd/services/jobs-internships/about-syep.page> (last visited Feb. 14, 2022).

³⁵ Map to Success and CareerFIRST options are designed for youth residing in low-income areas. See New York City Department of Youth & Community Development, *Summer Youth Employment Program*, <https://www1.nyc.gov/site/dycd/services/jobs-internships/about-syep.page> (last visited Feb. 14, 2022).

³⁶ New York City Department of Youth & Community Development, *Summer Youth Employment Program, Frequently Asked Questions: 14-15 Years Old*, https://www1.nyc.gov/assets/dycd/downloads/pdf/2021SYEP_YY_FAQs.pdf (last visited Feb. 14, 2022).

Work-based experiences are provided for youth ages 16 to 24. Participants earn the New York State minimum wage at a rate of \$15 per hour and work up to 25 hours per week for six weeks during the summer. Available industry sectors may include educational services, hospitality, information technology, financial services, and child care.³⁷

The Summer Youth Employment Program in New York City had over 74,000 participants and 14,000 worksites in 2021. The majority of worksites were non-profit (44 percent), followed by private (42 percent), and public (14 percent).³⁸

Effect of Proposed Changes

The act is cited as the “Youth Service Learning and Employment Assistance Initiative Act.”

The bill creates a summer youth service learning program to match low- and moderate-income students who have outstanding academic records or trade skills with appropriate summer employment opportunities to prepare students to enter the workforce as adults. Employment opportunities must enable students to gain meaningful work experience and exposure to exciting career industries; interact with working professionals in a positive environment; and learn and develop the skills, attitudes, and commitment necessary to succeed in today's world of work.

Participating students must:

- be between 14 and 22 years old;
- be enrolled in a secondary school or postsecondary education institution in Florida;
- be in good academic standing as established by the State Board of Education (SBE);
- be responsible for transportation to and from the place of employment; and
- meet any other criteria established by the SBE.

The bill requires the DOE to create a statewide employment hub for summer employment opportunities through the program. The hub must be a website including:

- a mechanism for students to search for summer employment opportunities by geographic area and job responsibilities;
- requirements and qualifications for each job; and
- an online application for students to apply.

The bill requires state agencies and district school boards to participate in the program, and allows local governments and private businesses to participate in the program. The bill requires participating employers to:

- comply with general labor regulations³⁹ and child labor laws;⁴⁰
- post any summer employment opportunities for participating students on the DOE employment hub; and
- meet any other requirements established by the SBE.

Employment opportunities must focus on trade skills and experiences that will help a student gain full-time employment upon completing his or her education. Each school district and public postsecondary institution must notify students of the employment hub.

The bill allows participating employers to provide participating students with a pass for public transportation for the duration of the student's employment. Participating employers must provide an honest and accurate letter of recommendation reflecting the student's performance at the end of the student's summer employment.

³⁷ New York City Department of Youth & Community Development, Summer Youth Employment Program, *Frequently Asked Questions: 16-21 Years Old*, https://www1.nyc.gov/assets/dycd/downloads/pdf/2021SYEP_OY_FAQs.pdf (last visited Feb. 14, 2022).

³⁸ New York City Department of Youth & Community Development, Summer Youth Employment Program, *2021 Annual Summary* (2021), available at https://www1.nyc.gov/assets/dycd/downloads/pdf/SYEP_2021_Annual_Summary.pdf.

³⁹ Chapter 448, F.S.

⁴⁰ Part I, Chapter 450, F.S.

The program shall be funded in the General Appropriations Act.

The bill requires the SBE to adopt rules to establish:

- criteria for student eligibility and academic standards for participation in the program;
- participation of private businesses in the program; and
- summer employment opportunities available through the program.

B. SECTION DIRECTORY:

Section 1: Provides a short title.

Section 2: Creates s. 446.046, F.S.; creating a summer youth service learning program; providing the purpose of the program; providing student eligibility; providing requirements for participating employers; requiring specified entities to participate in the program; providing requirements for employment opportunities through the program; requiring the Department of Education to create a statewide employment hub; providing requirements for the statewide employment hub; requiring school districts and public postsecondary institutions to provide certain information to students; authorizing employers to provide students with a pass for public transportation during a specified time period; requiring participating employers to provide students with an accurate letter of recommendation; providing for implementation; requiring rulemaking; providing requirements for such rules.

Section 3: Provides an effective date of July 1, 2022.

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:

See fiscal comments.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

See fiscal comments.

D. FISCAL COMMENTS:

The bill requires each school district and public postsecondary institution to implement the summer youth service learning program and notify students of availability of summer employment opportunities. Expenditures in implementation will vary by school district and institution, and private businesses choosing to participate.

The bill requires the Department of Education (DOE) to administer the program and create an online employment hub. The DOE estimates a recurring cost of \$100,000 for a job-board subscription and related services, as well as one full-time program specialist to oversee program implementation.

The total fiscal impact of the bill is indeterminate.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

None.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

The bill authorizes the State Board of Education to adopt rules to administer the program.

C. DRAFTING ISSUES OR OTHER COMMENTS:

The bill identifies “low-income” and “moderate-income” students to participate in the summer youth service learning program, however, these terms are not defined. A clarifying amendment is recommended to establish specific guidelines regarding student income eligibility.

Summer employment opportunities through the program must focus on trade skills, however, “trade skills” is not a defined term. Clarification regarding the definition of “trade skills” is recommended.

The bill does not provide specific requirements of each participating employer. A clarifying amendment is recommended to establish required participation of state agencies and district school boards, and voluntary participation of local governments and private businesses, including the number of required employment positions, hours per week the student may work, and pay rate of participating students. Clarification is also recommended to define which entities would be responsible for ensuring participating employers are in compliance with the requirements set forth by the act.

While each county has a school district office, many state agencies are clustered in Tallahassee, Florida. This may lead to the bulk of job opportunities being located in Tallahassee. The bill also does not address the potential issue of more students qualifying for the program than the number of jobs that are available, or more jobs being available through the program than the appropriated funds cover. Clarification is also recommended to establish a payment mechanism for students.

The bill does not establish parental permission requirements for secondary students participating in the program. Clarification is recommended to establish guidelines regarding parental permission for students under the age of 18.

Finally, guidelines regarding student dismissal from employment are not provided. Clarification is recommended to address students who do not succeed in the program or do not meet the needs of the employer.

IV. AMENDMENTS/COMMITTEE SUBSTITUTE CHANGES

Not applicable.