

FLORIDA HOUSE OF REPRESENTATIVES

FINAL BILL ANALYSIS

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BILL #: CS/HB 731	COMPANION BILL: CS/CS/CS/SB 538 (Simon)
TITLE: Extracurricular Activities	LINKED BILLS: None
SPONSOR(S): Abbott and Anderson	RELATED BILLS: None
FINAL HOUSE FLOOR ACTION: 104 Y's 6 N's	GOVERNOR'S ACTION: Pending

SUMMARY

Effect of the Bill:

The bill revises student eligibility and participation requirements for interscholastic and intrascholastic extracurricular activities, including athletics, by defining key terms and creating a uniform framework for home education, charter, private, Florida Virtual School, alternative, and traditional public-school students. The bill also:

- Authorizes public schools to assess an activity fee to students seeking to participate in interscholastic or intrascholastic extracurricular activities at the public school.
- Restricts participation in sports at different schools within the same school year unless the student meets specified criteria and creates timelines for the appeals process for eligibility determinations.
- Requires the Florida High School Athletics Association and other governing organizations to adopt sport specific manuals and procedures for parents to request exemptions or accommodations from the requirements of the manuals.
- Authorizes school districts to classify athletic coaches and activity sponsors of extracurricular activities as administrative personnel and negotiate salary compensation that may not exceed the highest paid school administrator in the school district.
- Authorizes school districts to create policies that allow booster clubs to provide compensation to the coaches, directors, or sponsors of the activities the clubs are organized to support.

Fiscal or Economic Impact:

The bill has an indeterminate fiscal impact on the private sector.

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ANALYSIS

EFFECT OF THE BILL:

CS/HB 731 passed as [CS/CS/CS/SB 538](#).

The bill provides school districts and school communities additional flexibility relating to the [compensation of athletic coaches](#) and activity sponsors. First, the bill authorizes, but does not require, school districts to adopt policies allowing the use of voluntary donations and revenues generated by authorized [booster clubs or associations](#) to provide funds to athletic coaches, activity directors, or activity sponsors of an extracurricular activity supported by the booster club or association. The bill requires that any policy authorizing payment by booster clubs or associations may not control the provision of funds except that such funds may not be used for severance pay or school district compensation and the use of funds must comply with all applicable laws. (Section [1](#)).

Secondly, the bill allows school district superintendents, at the request of an athletic director or coach or any activity director or sponsor, to designate the individual as an extracurricular activities administrator who may negotiate individual compensation in excess of compensation otherwise awardable pursuant to statute. The bill caps such compensation at the salary of the highest paid administrator in the district. (Section [7](#)).

STORAGE NAME: h0731z

DATE: 3/27/2026

The bill makes substantial changes to high school and middle school extracurricular activities in Florida [regarding student eligibility](#), transfers, and costs for students. The bill defines the following terms:

- “Eligible student” means a home education student, charter school student, private school student, Florida Virtual School student, alternative school student, or traditional public-school student who wishes to participate in an interscholastic or intrascholastic extracurricular activity.
- “Extracurricular” means any school-authorized or education-related activity occurring during or outside the regular instructional school day.
- “Governing Organization” means any organization that governs interscholastic and intrascholastic activities of a school, including, but not limited to, the [Florida High School Athletic Association](#) (FHSAA).

The bill revises the eligibility requirements for home education program students by no longer requiring them to satisfy the same residency requirements as other students in the school in which they participate. (Section [2](#)).

The bill deletes the existing options for [where and how a student can participate in extracurricular activities](#). It also aligns student eligibility for all students, regardless of the educational setting, by specifying that students are eligible to participate in an interscholastic or intrascholastic extracurricular activity at the school in which he or she is enrolled. An eligible student may participate in an interscholastic or intrascholastic extracurricular activity at a school other than the school in which the student is enrolled if:

- The school in which the student is enrolled does not offer the same interscholastic or intrascholastic extracurricular activity or the student is in a home education program; and
- The school at which the student will participate in the interscholastic or intrascholastic extracurricular activity is located in the school district in which the student resides.

The bill provides that if a public or charter school in the district in which the student resides does not offer the interscholastic or intrascholastic extracurricular activity, and an agreement cannot be reached with a private school in the district in which the student resides, the student may participate at a public, charter, or private school that is appropriate for the student’s grade level located outside of his or her school district. The school at which the student participates must be in a school district adjacent to the school district in which the student resides. If there is no school within the scope of the above-described process that offers the activity, the student may petition the executive director of the governing organization to explore additional options. (Section [2](#)).

The bill also provides that any participation by an eligible student at a private school other than the school in which the student is enrolled must be pursuant to an agreement between the private school and the student. (Section [2](#)).

The bill requires that [all schools, private and public, follow new record keeping requirements regarding their athletic programs](#). The bill expands the school personnel who may maintain necessary student records. It also requires such records be kept for all eligible students from both FHSAA and non-FHSAA schools. The bill clarifies that the provision of records to governing organizations is limited to only those records related to a student seeking to participate in an activity governed by that organization. (Section [2](#)).

The bill authorizes public schools to assess an activity fee to an enrolled student. The bill provides that public schools in which a student seeks to participate may assess an activity fee to a student that is not enrolled, provided that such fee does not exceed the greater of the following:

- The fee students enrolled at the school pay to participate in the activity; or
- A reasonable fee based on the costs to the school not to exceed \$400 per activity.

Annually by July 1, activity fees different from the fees charged to enrolled students must be approved by the district school board or charter school governing board, as appropriate, after being voted on as an action item. The bill requires each public school to publish a complete list of fees charged to participating students, by activity, on its website prior to the beginning of the school year. Each school district and charter school shall annually report to the Department of Education all activity fees assessed to students.

Notwithstanding the above, a home education student or public school student participating at a public school in which he or she is not enrolled may only be assessed the fee paid by students enrolled at the school to participate in the activity. Additionally, the bill removes authorization for public schools to pass additional costs relating to insurance on to home education students. (Section [2](#)).

The bill also requires the parents of the student participating in the activity to provide for the transportation of the student to and from the school at which the student participates. The school in which the student is enrolled, the school at which the student participates in the activity, and the district school board are exempt from civil liability arising from any injury that occurs to the student during transportation. (Section [2](#)).

The bill standardizes the criteria for approving [transfer student](#) participation in sports by transferring policy and decision-making authority from school districts to governing associations. The bill prohibits a student from participating in sports at two different schools during the same school year unless approved by the governing organization's director pursuant to bylaws adopted by the governing organization. The bill maintains existing authorization for the following transfer students to be immediately eligible:

- Dependent children of active duty military personnel whose move resulted from military orders.
- Children who have been relocated due to a foster care placement in a different school zone.
- Children who move due to a court-ordered change in custody due to separation or divorce, or the serious illness or death of a custodial parent. (Section [2](#)).

To minimize the impact on student participation in activities, the bill requires that the governing association provide a determination of eligibility to the otherwise eligible student within 14 days after such a request is made. The bill requires each governing association to adopt [appeals procedures](#) substantially similar to those required of the [FHSAA](#) and for the FHSAA to adopt bylaws to establish a timeline for appeals from decisions relating to eligibility from the committee on appeals or the executive director, which may not exceed 20 days after the date of receipt of the appeal. (Section [2](#) and [6](#)).

The bill requires any organization that conducts a school-related or school support-related function or activity to comply with statutory requirements governing student participation, including the participation of students not enrolled in public schools. (Section [2](#)).

The bill amends provisions within the controlled open enrollment and charter school sections of law relating to participation in sports to align those provisions with the changes made in the bill. (Section [3](#) and [4](#)).

The bill requires the FHSAA as well as other governing organizations to adopt, maintain, and enforce sport-specific manuals or handbooks that govern interscholastic competition. The manuals or handbooks may include, but are not limited to, timing, scoring, equipment, officiating, and athlete safety. The bill requires the FHSAA to ensure that athletes may request exemptions or accommodations from real-time scoring requirements not later than 72 hours before a sanctioned event. If a request is made within the prescribed time, the FHSAA must provide access to accommodations for such participants. (Section [2](#) and [6](#)).

Subject to the Governor's veto powers, the effective date of this bill is July 1, 2026. (Section [8](#)).

FISCAL OR ECONOMIC IMPACT:

PRIVATE SECTOR:

The bill authorizes, but does not require, public schools to charge an activity fee to students who participate in activities but are not enrolled in the school. The fiscal impact of the bill is indeterminate as it is unknown how many districts will avail themselves of this authority and what the exact fees will be.

RELEVANT INFORMATION

SUBJECT OVERVIEW:

[Florida High School Athletic Association](#)

The Florida High School Athletic Association (FHSAA) is statutorily designated as the governing nonprofit organization for interscholastic athletics for grades 6 through 12 in Florida public schools. Any high school, middle school, or combination school,¹ including charter schools, virtual schools, private schools, and home education cooperatives,² may become a member of the FHSAA. The FHSAA is prohibited from denying or discouraging interscholastic competition between its member schools and non-FHSAA member schools in Florida and may not take discriminatory or retributory action against a member school that engages in interscholastic competition with non-FHSAA member schools.³ The FHSAA is required to adopt bylaws regulating student eligibility, recruiting, and member schools' interscholastic competition in accordance with applicable law.⁴

[FHSAA Appeals Process](#)

Current law requires the FHSAA to establish a procedure of due process which allows each student the opportunity to appeal an unfavorable ruling with regard to his or her eligibility to compete. The initial appeal must be made to a committee on appeals within the administrative region in which the student lives.⁵ The committee on appeals is authorized to consider requests by member schools seeking exceptions to bylaws and regulations, to hear undue hardship eligibility cases filed by member schools on behalf of student athletes, and to hear appeals filed by member schools or student athletes.⁶

A student athlete or member school that receives an unfavorable ruling from a committee on appeals is entitled to appeal that decision to the FHSAA board of directors at its next regularly scheduled meeting or called meeting. The board of directors shall have the authority to uphold, reverse, or amend the decision of the committee on appeals. The decision of the board of directors is final. The FHSAA must expedite the appeals process on determinations of ineligibility so that disposition of the appeal can be made before the end of the applicable sports season, if possible.⁷

[Student Eligibility for Extracurricular Activities](#)

Interscholastic extracurricular student activities are an important complement to the academic curriculum. Participation in a comprehensive extracurricular and academic program contributes to student development of the social and intellectual skills necessary to become a well-rounded adult. Florida law defines the term "extracurricular" as meaning any school-authorized or education-related activity occurring during or outside the regular instructional school day.⁸

To be eligible to participate in tryouts, off-season conditioning, summer workouts, preseason conditioning, in-season practice, or contests, a student must:

- Maintain a grade point average of 2.0 or above on a 4.0 scale, or its equivalent, in the previous semester or a cumulative grade point average of 2.0 or above on a 4.0 scale, or its equivalent, in certain courses.
- Execute and fulfill the requirements of an academic performance contract if the student's cumulative grade point average falls below 2.0, or its equivalent, on a 4.0 scale in certain courses.

¹ A "combination school" is any school that provides instruction to students in high school and the middle school grades; elementary, middle or high school grades combined; or elementary and middle grades combined (e.g. K-12; K-8; 6-12; or 7-12). Bylaw 3.2.2.3, FHSAA.

² A "home education cooperative" is a parent-directed group of individual home education students that provides opportunities for interscholastic athletic competition to those students and may include students in grades 6-12. Bylaw 3.2.2.4, FHSAA.

³ Section [1006.20\(1\), F.S.](#)

⁴ Section [1006.20\(2\), F.S.](#)

⁵ Section [1006.20\(7\)\(a\), F.S.](#)

⁶ Section [1006.20\(7\)\(d\), F.S.](#)

⁷ Section [1006.20\(7\)\(e\) and \(f\), F.S.](#)

⁸ Section [1006.15\(2\), F.S.](#)

- Have a cumulative grade point average of 2.0 or above on a 4.0 scale, or its equivalent, in certain courses during his or her junior or senior year.
- Maintain satisfactory conduct, including adherence to appropriate dress and other codes of student conduct policies. Student participation after a felony conviction is contingent upon established and published district school board policy.⁹

Where Student Participation Can Occur

The table below provides an overview of where students may participate based on their school choice:¹⁰

Educational Setting	Where they can participate
Home Education Student	A home education student may participate at any public school in the school district in which he/she resides for athletics. For all other extracurricular activities, the home education student may participate at the student's zoned school, or the public school he/she could choose to attend in accordance with the district's controlled open enrollment procedures (including a charter or lab school) in another school district. The home education student may also develop an agreement to participate at a private school, or at a home education cooperative.
Personalized Education Program (PEP) Student	A PEP student may participate at any public school in the school district in which he/she resides for athletics. For all other extracurricular activities, the PEP student may participate at the student's zoned school, or the public school he/she could choose to attend in accordance with the district's controlled open enrollment procedures (including a charter or lab school) in another school district. The PEP student may also develop an agreement to participate at a private school, or at a home education cooperative.
Charter School Student	A charter school student may participate at his/her home-zoned public school, the public school he/she could choose to attend in accordance with the district's enrollment procedures (including another charter or lab school). The charter school student may also develop an agreement to participate at a private school.
Special or Alternative School Student	A special or alternative school student may participate at another school only if his/her special or alternative school is operated by the school district and offers NO athletic program. The special or alternative school must also be authorized by the district superintendent each year.
Private School Student	A private school student may participate at another school only if his/her private school is not a member of the FHSAA or does NOT offer the sport in which he/she wishes to participate.
Virtual School Student	A virtual school student may participate at any public school in the school district in which he/she resides, the public school he/she could choose to attend in accordance with the district's controlled open enrollment procedures (including a charter or lab school) in another school district. A virtual school student may also develop an agreement to participate at a private school.
Traditional Public-School Student	A traditional public-school student may participate at another school in the district (or at a private school) only if his/her public school does NOT offer the sport in which he/she wishes to participate.

⁹ Section [1006.15\(3\)\(a\), F.S.](#)

¹⁰ Section [1006.15, F.S.](#); see also Florida High School Athletic Association, *Non-Traditional Students*, https://fhsaa.com/sports/2020/3/11/Nontraditional_Students.aspx (last visited Mar. 11, 2026).

The student standards for participation in interscholastic extracurricular activities must be applied beginning with the student's first semester in the 9th grade. Each student must meet such other requirements for participation as may be established by the district school board; however, a district school board may not establish requirements for participation in interscholastic extracurricular activities which make participation in such activities less accessible to home education students than to other students.¹¹

A home education student must be covered by any insurance provided by the district school board for extracurricular activity participants. If an additional premium is required for such coverage, the participating home education student must pay the premium.¹²

Several school districts in Florida require public school students to pay to participate in their sports clubs. For example, in the Pasco County School District, students in middle school are required to pay \$80.00 for the first sport and \$50.00 for the second sport, with an individual student being capped at \$130.00. Students are not charged a fee to tryout for a sport.¹³

School Responsibilities

The athletic director for each participating FHSAA member school must maintain the student records necessary for eligibility, compliance, and participation in the program. Any private school that has a student seeking to participate in this program must make all student records including academic, financial, disciplinary, and attendance records available upon request to the FHSAA.¹⁴

Student Athlete Transfers

Current law provides that a student who transfers to a school during the school year may seek to immediately join an existing team if the roster for the specific interscholastic or intrascholastic extracurricular activity has not reached the activity's identified maximum size and if the coach for the activity determines that the student has the requisite skill and ability to participate. The FHSAA and school district or charter school may not declare such a student ineligible because the student did not have the opportunity to comply with qualifying requirements.¹⁵

However, the student may not participate in a sport if the student participated in that same sport at another school during that school year, unless the student meets one of the following criteria:

- Dependent children of active duty military personnel whose move resulted from military orders.
- Children who have been relocated due to a foster care placement in a different school zone.
- Children who move due to a court-ordered change in custody due to separation or divorce, or the serious illness or death of a custodial parent.
- Authorized for good cause in district or charter school policy.¹⁶

A student who participates in an interscholastic or intrascholastic activity at a public school and who transfers from that school during the school year must be allowed to continue to participate in the activity at that school for the remainder of the school year if:

- The student continues to meet the standard eligibility requirements in statute.
- The student continues to meet the same standards of acceptance, behavior, and performance which are required of other students participating in the activity, except for enrollment requirements at the school at which the student participates.
- The parents of the student participating in the activity provide for the transportation of the student to and from the school at which the student participates. The school the student attends, the school at which the

¹¹ Section [1006.15\(4\), F.S.](#)

¹² Section [1006.15\(7\), F.S.](#)

¹³ Pasco County Schools Athletics, *Athletic Fees 2025-26*, available at https://www.pasco.k12.fl.us/library/athletics/Athletic_Fees_2025-26.pdf (last visited Mar. 11, 2026).

¹⁴ Section [1006.15\(8\)\(d\)\(e\), F.S.](#)

¹⁵ Section [1006.15\(9\)\(a\), F.S.](#)

¹⁶ Section [1006.15\(9\)\(b\), F.S.](#)

student participates in the activity, and the district school board are exempt from civil liability arising from any injury that occurs to the student during such transportation.¹⁷

School Teacher Collective Bargaining

The State Constitution guarantees that “the right of employees, by and through a labor organization, to bargain collectively shall not be denied or abridged.”¹⁸ To implement this constitutional provision, the Legislature enacted statutory provisions providing that the purpose of collective bargaining is to promote cooperative relationships between the government and its employees and to protect the public by assuring the orderly and uninterrupted operations and functions of government.¹⁹ Public employees have the right to form, join, participate in, and be represented by an employee organization of their own choosing, or to refrain from forming, joining, participating in, or being represented by an employee organization.²⁰ Regardless of union membership, each employee is subject to the negotiated collective bargaining agreement that is applicable to the employee’s position. Through collective bargaining, public employees²¹ collectively negotiate with their public employer²² in the determination of the terms and conditions of their employment.²³ The Public Employees Relations Commission is responsible for assisting in resolving disputes between public employees and public employers.²⁴

The certified bargaining agent and the chief executive of the public employer must bargain collectively and in good faith in the determination of wages, hours, and terms and conditions of employment of the employees.²⁵ Any collective bargaining agreement reached between the parties must be put in writing and signed by the chief executive officer and the bargaining agent.²⁶ Such agreement is not binding on the employer until the agreement has been ratified by the employer and the employees in the bargaining unit.²⁷

A district school board or charter school governing board that is unable to meet the annual reporting requirements of classroom teacher and other instructional personnel salary increases due to a collective bargaining impasse must provide written notification to the DOE or the district school board, as applicable, detailing the reasons for the impasse with a proposed timeline and details for a resolution.²⁸

Additionally, if a district school superintendent appears before the State Board of Education (SBE) to provide an update on an impasse, the SBE must require that the president of the school district bargaining unit also appear.²⁹

Athletic Coaches Compensation

In general, athletic coaches are hired as teachers and are provided a salary supplement for performing duties of a coach. All salary supplements provided to teachers, including supplements for coaches, are negotiated through collective bargaining.³⁰ Because of the collectively bargained nature of coaches’ stipends, there is also variation

¹⁷ Section [1006.15\(10\), F.S.](#)

¹⁸ Article 1, s. 6, Fla. Const.

¹⁹ Section [447.201, F.S.](#)

²⁰ Section [447.301\(1\) and \(2\), F.S.](#)

²¹ Section [447.203\(3\), F.S.](#), defines the term “public employee” to mean any person employed by a public employer except for specified exceptions, including Governor appointments, elected officials, employer negotiating representatives, specified managerial or confidential employees, employees of the Florida Legislature, inmates, specified vegetable inspectors, Public Employee Relations Commission employees, and part-time student workers at a state university.

²² The term “public employer” means the state or any county, municipality, or special district or any subdivision or agency thereof that the commission determines has sufficient legal distinctiveness properly to carry out the functions of a public employer. Section [447.203\(2\), F.S.](#)

²³ Section [447.301\(2\), F.S.](#)

²⁴ Section [447.201\(3\), F.S.](#)

²⁵ Section [447.309\(1\), F.S.](#)

²⁶ *Id.*

²⁷ *Id.*

²⁸ Section [1011.62\(14\)\(e\), F.S.](#)

²⁹ Section [1012.22\(3\)\(b\), F.S.](#)

³⁰ Dr. Andrew Ramjit, Executive Director, Florida Coaches Associations, *Coaches Compensation in Florida*, pp. 20-22, available at <https://flsenate.gov/Committees/DownloadMeetingDocument/7891>.

between school districts. For example, for the 2024-2025 school year the average stipend for a head football coach in Broward County was \$3,038 while the average stipend for the same positions in Collier County was \$7,000.³¹

By comparison, head football coaches in neighboring states receive significantly more compensation, with many receiving more than \$100,000 annual salary and even one example receiving \$219,214.65 in annual compensation.³²

Supplemental Support Organizations

The approval and management of supplemental support organizations, such as booster clubs, generally falls within the constitutional authority of district school boards to operate, control, and supervise all free public schools within the school district.³³ For statutorily created districts such as developmental research schools or the Florida Virtual School, the governing statutes provide the necessary authorization for the creation and management of supplemental support organizations.³⁴

Current law outlining district school board supplemental powers related to fiscal management authorizes school boards to adopt policies governing sales by booster clubs, marathon fundraisers, and student sales of candy, paper products, or other goods authorized by the district school board.³⁵

RECENT LEGISLATION:

YEAR	BILL #/SUBJECT	HOUSE/SENATE SPONSOR(S)	OTHER INFORMATION
2025	CS/CS/SB 248 - Student Participation in Interscholastic and Intrasccholastic Extracurricular Sports	Abbott/ <i>Simon</i>	The bill became law on July 1, 2025.
2025	CS/CS/HB 443 - Education	Snyder, Rizo/ <i>Rodriguez</i>	The bill became law on July 1, 2025.
2024	CS/SB 7002 - Deregulation of Public Schools	Rizo/ <i>Hutson</i>	The bill became law on July 1, 2024.
2023	CS/CS/HB 225 - Interscholastic Activities	Hawkins, Canady/ <i>Collins</i>	The bill became law on July 1, 2023.
2023	CS/SB 676 - Level 2 Background Screenings	Trabulsky/ <i>Grall</i>	The bill became law on July 1, 2024, except as otherwise provided.

³¹ *Id.* at 30.

³² *Id.* at 31.

³³ Article IX, s. 4, Fla. Const.

³⁴ See ss. [1002.32\(6\)](#) and [1002.37\(2\)\(e\)](#), F.S.

³⁵ Section [1001.43\(2\)\(b\)](#), F.S.