

**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.)

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Prepared By: The Professional Staff of the Committee on Education

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BILL: CS/SB 1060

INTRODUCER: Senator Hutson

SUBJECT: Florida Bright Futures Scholarship Program Student Service Requirements

DATE: February 9, 2022

REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Palazesi	Bouck	ED	<b>Favorable/CS</b>
2.			CM	
3.			RC	

**Please see Section IX. for Additional Information:**

COMMITTEE SUBSTITUTE - Substantial Changes

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**I. Summary:**

CS/SB 1060 modifies the eligibility requirements for the Florida Bright Futures Scholarship Program to include an option for students to use paid work hours in lieu of volunteer hours to qualify for a scholarship. Additionally, the bill requires a student to evaluate and reflect upon his or her paid work experience through papers or other presentations, and makes it optional for a student to identify a social or civic issue or a professional area and develop a plan for personal involvement or learning about the area.

The bill has an indeterminate fiscal impact. See Section V. Fiscal Impact Statement.

The takes effect on July 1, 2022.

**II. Present Situation:**

**Florida Bright Futures Scholarship Program**

In 1997,<sup>1</sup> the Florida Legislature created the Florida Bright Futures Scholarship Program (Bright Futures Program), a postsecondary scholarship program funded by the lottery. The intent of the Bright Futures Program was to reward any Florida high school graduate who merits recognition of high academic achievement and who enrolls in a degree program, certificate program, or applied technology program at an eligible Florida public or private postsecondary education

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<sup>1</sup> Chapter 97-379, L.O.F.

institution.<sup>2</sup> Since 1997, the Bright Futures Program has disbursed \$7.48 billion to over 2.9 million students.<sup>3</sup>

The Bright Futures Program consists of the following awards:

- Florida Academic Scholars (FAS);
- Florida Medallion Scholars (FMS);
- Florida Gold Seal CAPE Scholars (FGSC); and
- Florida Gold Seal Vocational Scholars (FGSV).<sup>4</sup>

***Florida Academic Scholarship and Florida Medallion Scholarship***

A Florida high school student who wishes to qualify for the FAS or FMS award must graduate from a Florida public high school with a standard high school diploma, graduate from a private high school registered with the Florida Department of Education (DOE), earn a general education diploma (GED), complete a home education program, or graduate from a non-Florida high school as an eligible student.<sup>5</sup> A student must also meet the following initial eligibility requirements:<sup>6</sup>

Scholarship Type	16 High School Course Credits <sup>7</sup>	High School Weighted Bright Futures GPA	College Entrance Exams (ACT/SAT) <sup>8</sup>	Service Hours
FAS <sup>9</sup>	4 - English <i>(three must include substantial writing)</i>	3.50	29/1330	100 hours
FMS <sup>10</sup>	4 - Mathematics <i>(at or above the Algebra I level)</i>  3 - Natural Science <i>(two must have substantial laboratory)</i>	3.00	25/1210	75 hours

<sup>2</sup> Section 1009.53(1), F.S.

<sup>3</sup> Florida Department of Education, Office of Student Financial Assistance, *Florida Bright Futures Scholarship Disbursement History*, <https://www.floridastudentfinancialaidsg.org/PDF/PSI/BFReportsD.pdf>, (last visited Feb. 2, 2022).

<sup>4</sup> Section 1009.53(2), F.S.

<sup>5</sup> 2021-22 Bright Futures Student Handbook, *Chapter 1: Initial Eligibility Requirements* (Aug. 5, 2021), at 3, available at <https://www.floridastudentfinancialaidsg.org/PDF/BFHandbookChapter1.pdf>. An out-of-state student may qualify for a Bright Futures Scholarship if the student earned a high school diploma from a non-Florida school while living with a parent or guardian who is a Florida resident and on military or public service assignment away from Florida during the student’s last year of high school. Florida Department of Education, *Florida Bright Futures Scholarship Program and the Out-Of-State Student* (2021-22), at 2, available at <https://www.floridastudentfinancialaidsg.org/PDF/BFOOSGuide.pdf>.

<sup>6</sup> 2021-22 Bright Futures Student Handbook, *Chapter 1: Initial Eligibility Requirements* (Aug. 5, 2021), at 3, available at <https://www.floridastudentfinancialaidsg.org/PDF/BFHandbookChapter1.pdf>.

<sup>7</sup> The required coursework aligns with the State University System admission requirements found in Florida Board of Governor’s Regulation 6.002, *Admission of Undergraduate First-Time-in-College, Degree-Seeking Freshmen*, available at [https://www.flbog.edu/wp-content/uploads/6\\_002FINAL\\_FTIC\\_03252020.pdf](https://www.flbog.edu/wp-content/uploads/6_002FINAL_FTIC_03252020.pdf).

<sup>8</sup> Section 1009.531(6)(b)-(d), F.S. To ensure the required exam scores represent top student performance and are equivalent between the ACT and SAT, the department determines the score for FAS as no lower than 89<sup>th</sup> national percentile on the SAT, for FMS no lower than 75<sup>th</sup> national percentile on the SAT, and the required ACT score must be made concordant. The department must publish any changes to the exam requirements that apply to students graduating in the next 2 years.

<sup>9</sup> Section 1009.534, F.S.

<sup>10</sup> Section 1009.535, F.S.

	3 - Social Science			
	2 - World Language <i>(sequential, in same language)</i>			

A student who has demonstrated academic merit through a recognition program may be eligible for a FAS or FMS award without having to meet the college entrance exam requirement. These merit recognition programs include:<sup>11</sup>

- National Merit Finalists and Scholars;
- National Hispanic Scholars;
- Advanced International Certificate of Education (AICE) Diploma;
- International Baccalaureate (IB) Diploma;

A FAS award recipient is eligible for an award equal to the amount necessary to pay 100 percent of tuition and applicable fees and an additional stipend for textbooks as specified in the General Appropriations Act (GAA).<sup>12</sup> A FMS award recipient is eligible for an award equal to the amount necessary to pay 75 percent of tuition and fees,<sup>13</sup> however, an eligible FMS recipient enrolled at a Florida College System (FCS) institution is eligible for an award amount equal to the amount necessary to pay 100 percent of tuition and fees.<sup>14</sup>

A student may receive a FAS or FMS award for a maximum of 100 percent of the number of credit hours required to complete an associate degree, baccalaureate degree, or postsecondary career certificate program.<sup>15</sup>

For the 2020-2021 academic year, a total of \$438,909,995<sup>16</sup> was disbursed to 67,369 students<sup>17</sup> receiving a FAS award and \$212,251,523<sup>18</sup> to 51,818 students<sup>19</sup> receiving a FMS award.

***Florida Gold Seal Vocational Scholarship***

A Florida high school student who wishes to qualify for the Florida Gold Seal Vocational Scholarship (FGSV) award must meet the following initial eligibility requirements:<sup>20</sup>

- Achieve a minimum 3.0 weighted GPA in the non-elective high school courses;
- Take at least three full credits in a single career and technical education program;
- Achieve a minimum 3.5 unweighted GPA in the career education courses;

<sup>11</sup> Sections 1009.535(1)(b)-(e), and 1009.535(1)(b)-(e), F.S.

<sup>12</sup> Section 1009.534(2), F.S. The 2021 GAA did not provide funds for a textbook stipend. Specific Appropriation 5, ch. 2021-36, L.O.F.

<sup>13</sup> Section 1009.535(2), F.S.

<sup>14</sup> *Id.* Beginning with the fall 2021 semester, a FMS who is enrolled in an associate degree program at a FCS institution is eligible for the award.

<sup>15</sup> Section 1009.532(3)(a), F.S.

<sup>16</sup> Florida Bright Futures Scholarship Program, *Florida Bright Futures Scholarship Disbursement History* (as of Sep. 2021), available at <https://www.floridastudentfinancialaidsg.org/PDF/PSI/BFReportsD2.pdf>.

<sup>17</sup> *Id.*

<sup>18</sup> Florida Bright Futures Scholarship Program, *Florida Medallion Scholars Disbursement History* (as of Sep. 2021), available at <https://www.floridastudentfinancialaidsg.org/PDF/PSI/BFReportsD3.pdf>.

<sup>19</sup> *Id.*

<sup>20</sup> Section 1009.532(1), F.S.; See also 2021-22 Bright Futures Student Handbook, *Chapter 1: Initial Eligibility Requirements* (Aug. 5, 2021), at 6, available at <https://www.floridastudentfinancialaidsg.org/PDF/BFHandbookChapter1.pdf>.

- Complete 30 service hours; and
- Achieve the required minimum score on the ACT, SAT, or Florida Postsecondary Education Readiness Test (P.E.R.T.) exams depicted in the table below:<sup>21</sup>

Exam Type	Sub-test	Required Score
ACT	Reading	19
	English	17
	Mathematics	19
SAT	Reading Test	24
	Writing and Language Test	25
	Math Test	24
P.E.R.T.	Reading	106
	Writing	103
	Mathematics	114

A FGSV award recipient is eligible for an award equal to the amount specified in the GAA.<sup>22</sup>

A student may receive a FGSV award for a maximum of 100 percent of the number of credit hours or equivalent clock hours required to complete an applied technology diploma, associate in applied science or associate in science degree, or a postsecondary career certificate program.<sup>23</sup>

For the 2020-2021 academic year, a total of \$638,015<sup>24</sup> was disbursed to 755 students<sup>25</sup> receiving a FGSV award.

### ***Florida Gold Seal CAPE Scholarship***

A Florida high school student who wishes to qualify for the Florida Gold Seal Career and Professional Education (FGSC) Scholarship must meet the following initial eligibility requirements:<sup>26</sup>

- Earn a minimum of five postsecondary credit hours through CAPE industry certifications which articulate for college credit; and
- Complete 30 service hours.

A FGSC award recipient is eligible for an award equal to the amount specified in the GAA.<sup>27</sup>

A student may receive an FGSC award for a maximum of 100 percent of the number of credit hours or equivalent clock hours required to complete an applied technology diploma, associate in

<sup>21</sup> *Id.*

<sup>22</sup> Section 1009.536(3), F.S.

<sup>23</sup> Section 1009.532(5)(a)1., F.S.; *See also* 2021-22 Bright Futures Student Handbook, *Chapter 2: What You Need to Know Now That You Are Eligible* (July 1, 2021), at 3, available at <https://www.floridastudentfinancialaidsg.org/PDF/BFHandbookChapter2.pdf>.

<sup>24</sup> Florida Bright Futures Scholarship Program, *Florida Gold Seal Vocational Scholars Disbursement History* (as of Sep. 2021), available at <https://www.floridastudentfinancialaidsg.org/PDF/PSI/BFReportsD4.pdf>.

<sup>25</sup> *Id.*

<sup>26</sup> Section 1009.536(2)(a)-(b), F.S.

<sup>27</sup> Section 1009.536(3), F.S.

applied science or associate in science degree, or a postsecondary career certificate program.<sup>28</sup> Upon completion of an eligible associate in science degree program which articulates to a baccalaureate degree, a FGSC scholar may also receive an award for a maximum of 60 credit hours toward the baccalaureate degree.<sup>29</sup>

For the 2020-2021 academic year, a total of \$262,253<sup>30</sup> was disbursed to 286 students<sup>31</sup> receiving a FGSC award.

### ***Student Volunteer Requirements for the Florida Bright Futures Scholarship Program***

To be eligible for a scholarship award under the Bright Futures Program, a student must complete a specified number of hours of volunteer service work. A student must meet the following service hour requirements:

Bright Futures Scholarship Program	Required Service Hours <sup>32</sup>
FAS	100
FMS	75
FGSV	30
FGSC	30

The student's volunteer service work must be approved by the district school board, the administrators of a nonpublic school, or the DOE for home education students.<sup>33</sup>

Each district school board and the administrators of a nonpublic school must establish approved activities and the process for documentation of service hours, including the deadline by which the hours must be completed.<sup>34</sup> Service work may include, but is not limited to, a business or governmental internship, work for a nonprofit community service organization, or activities on behalf of a candidate for public office.<sup>35</sup> Except for credit earned through service-learning courses,<sup>36</sup> the student may not receive payment or academic credit for service work performed.<sup>37</sup>

The hours earned by a student must be documented in writing, signed by the student and the student's parent or guardian, and a representative of the organization where the work was performed.

<sup>28</sup> Section 1009.532(5)(b)1., F.S.; See also 2021-22 Bright Futures Student Handbook, *Chapter 2: What You Need to Know Now That You Are Eligible* (July 1, 2021), at 3, available at <https://www.floridastudentfinancialaidsg.org/PDF/BFHandbookChapter2.pdf>.

<sup>29</sup> Section 1009.536(5)(b)2., F.S.

<sup>30</sup> Florida Bright Futures Scholarship Program, *Florida Gold Seal CAPE Scholars Disbursement History* (as of Sep. 2021), available at <https://www.floridastudentfinancialaidsg.org/PDF/PSI/BFReportsD5.pdf>.

<sup>31</sup> *Id.*

<sup>32</sup> Sections 1009.534(1), 1009.535(1), 1009.536(1)(e), and 1009.536(3)(b), F.S.

<sup>33</sup> *Id.*

<sup>34</sup> 2021-22 Bright Futures Student Handbook, *Chapter 1: Initial Eligibility Requirements* (Aug. 5, 2021), at 4 and 6-7, available at <https://www.floridastudentfinancialaidsg.org/PDF/BFHandbookChapter1.pdf>.

<sup>35</sup> *Id.*

<sup>36</sup> Section 1003.497, F.S.

<sup>37</sup> 2021-22 Bright Futures Student Handbook, *Chapter 1: Initial Eligibility Requirements* (Aug. 5, 2021), at 4 and 6-7, available at <https://www.floridastudentfinancialaidsg.org/PDF/BFHandbookChapter1.pdf>.

In addition to the service hours, a student must identify a social or civic issue or a professional area that interests him or her, develop a plan for their personal involvement in addressing the issue or learning more about the area, and, through papers or presentations, evaluate and reflect upon his or her experience.<sup>38</sup>

### III. Effect of Proposed Changes:

CS/SB 1060 modifies the eligibility requirements for the Bright Futures Scholarship Program to include an option for students to use paid work hours in lieu of volunteer hours to qualify for a scholarship. Specifically, the bill allows students, beginning with students graduating in the 2022-2023 academic year and thereafter, to meet volunteer service or paid work requirements through:<sup>39</sup>

- Florida Academic Scholars (FAS): 100 hours of volunteer service or 300 hours of paid work;
- Florida Medallion Scholars (FMS): 75 hours of volunteer service or at least 300 hours of paid work; and
- Florida Gold Seal Vocational Scholars (FGSV) and Florida Gold Seal CAPE Scholars (FGSC): 30 hours of volunteer service or at least 300 hours of paid work.

The paid work hours must meet the requirements for volunteer hours, including documentation in writing of paid work hours, and a student evaluation and reflection upon his or her volunteer service or paid work experience through papers or other presentations. The bill also makes it optional for a student to identify a social or civic issue or a professional area and develop a plan for personal involvement or learning about the area.

The takes effect on July 1, 2022.

### 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.

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<sup>38</sup> 2021-22 Bright Futures Student Handbook, *Chapter 1: Initial Eligibility Requirements* (Aug. 5, 2021), at 4 and 6-7, available at <https://www.floridastudentfinancialaidsg.org/PDF/BFHandbookChapter1.pdf>.

<sup>39</sup> The bill does not provide an option for students to qualify for the Bright Futures Scholarship Program using a combination of volunteer and paid hours.

E. Other Constitutional Issues:

None.

**V. Fiscal Impact Statement:**

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

Private business could see an increase in the number of high school students applying for employment opportunities that qualify for the Bright Futures Scholarship program. Additionally, expanding the eligibility requirements could lead to more students qualifying for the Bright Futures Scholarship program, making college more affordable for students.

C. Government Sector Impact:

According to the Department of Education, the bill could lead to more students qualifying for a Bright Futures award due to expanding the pathways toward successfully completing the service hour requirement. The total number of additional students seeking to utilize the pathway of paid work to satisfy the initial eligibility requirement is indeterminable at this time.<sup>40</sup>

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

The bill does not address whether students may use past work hours to meet the requirements. Since the Bright Futures Scholarship program requires the student to submit a plan for volunteer hours, most school districts had a “pre-approval” type process for these hours. Accordingly, students who only had work hours, which do not currently count toward the requirement, likely would not have submitted a plan for approval and would be limited to those hours earned after July 1, 2022.<sup>41</sup>

**VIII. Statutes Affected:**

This bill substantially amends sections 1009.534, 1009.535, and 1009.536 of the Florida Statutes.

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<sup>40</sup> Florida Department of Education, *2022 Agency Bill Analysis for HB 461* (Dec. 6, 2021).

<sup>41</sup> *Id.*

**IX. Additional Information:**

- A. **Committee Substitute – Statement of Substantial Changes:**  
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

**Committee Substitute on February 8, 2022:**

The committee substitute increases the number of paid work hours required for specified Bright Futures scholarships to equal the paid work hours required for the Florida Academic Scholars award, as follows:

- Florida Medallion Scholars (FMS): increases the 75 paid work hours in the bill to at least 300 hours; and
- Florida Gold Seal Vocational Scholars (FGSV) and Florida Gold Seal CAPE Scholars (FGSC): increases the 30 paid work hours in the bill to at least 300 hours.

- B. **Amendments:**

None.