

# FLORIDA HOUSE OF REPRESENTATIVES

## BILL ANALYSIS

*This bill analysis was prepared by nonpartisan committee staff and does not constitute an official statement of legislative intent.*

**BILL #:** [HB 1309](#)

**TITLE:** Reading Interventions and Instruction

**SPONSOR(S):** Snyder

**COMPANION BILL:** [SB 442](#) (Simon)

**LINKED BILLS:** None

**RELATED BILLS:** None

### Committee References

[Student Academic Success](#)

15 Y, 0 N



[Budget](#)

25 Y, 0 N



[Education & Employment](#)

17 Y, 0 N

## SUMMARY

### Effect of the Bill:

The bill requires school district reading instruction plans to include certain evidence-based reading interventions for students who have reading deficiencies. The bill authorizes the reading instruction plan to include methods for deploying reading coaches and placing kindergarten through grade 2 classroom teachers to ensure the assignment of high-quality classroom teachers who are trained in the science of reading. The Department of Education is required to review and approve the methods. The bill requires, subject to an appropriation, the Florida Center for Reading Research (FCRR) to develop content, including specified strategies for job-embedded training focused on reading instruction and interventions for students in grades 4-12. The bill requires Just Read, Florida! to work with FCRR to identify personnel to participate in the training. Finally, the bill requires schools containing grades 6, 7, or 8 that have a school improvement plan to include specific strategies in the plan to provide training to reading coaches, classroom teachers, and school administrators in the delivery of reading instruction and interventions, including specified strategies, to students in grades 4 through 12.

### Fiscal or Economic Impact:

The FCRR's development of content for the training specified in the bill is contingent upon an appropriation, which is not included in the bill.

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## ANALYSIS

### EFFECT OF THE BILL:

The bill requires a school district's [reading instruction plan](#)<sup>1</sup> to include evidence-based intensive reading interventions for students who have reading deficiencies. The interventions must include all of the following:

- Evidence-based reading instruction proven to accelerate the progress of students exhibiting a reading deficiency.
- Differentiated instruction based on screening, diagnostic, progress monitoring, or student assessment data to meet students' specific reading needs.
- Explicit and systematic reading strategies to develop phonemic awareness, phonics, fluency, vocabulary, and comprehension, with more extensive opportunities for guided practice, error correction, and feedback.
- The coordinated integration of civic literacy, science, and mathematics-text reading, text discussion, and writing in response to reading.

The reading instruction plan may include methods for deploying reading coaches and placing kindergarten through grade 2 classroom teachers to ensure the assignment of high-quality classroom teachers who are trained in [the science of reading](#). The Department of Education (DOE) is required to review and approve the methods. (Section [2](#)).

<sup>1</sup> Section [1003.4201.F.S.](#)

Contingent upon a legislative appropriation, the bill requires the [Florida Center for Reading Research \(FCRR\)](#)<sup>2</sup> to develop content for job-embedded training for school and district leadership, including school principals, and reading coaches that focuses on the delivery of reading instruction and interventions to students in grades 4 through 12. The training must include evidence-based strategies for motivating and engaging adolescent learners and research-based strategies for accommodations and scaffolding instruction for struggling readers and writers. (Section [3](#)).

The bill requires the [Just Read, Florida! Office](#)<sup>3</sup> to work with FCRR to identify middle and high school personnel, including school principals and reading coaches at the district and school level, to participate in the training, with priority given to personnel from small and rural school districts and district career technical programs. (Section [1](#)).

The bill requires schools including any of the grades 6, 7, or 8 that are also required to have a [school improvement plan](#)<sup>4</sup> to include specific strategies in the plan to provide training to reading coaches, classroom teachers, and school administrators in the delivery of reading instruction and interventions to students in grades 4 through 12, including evidence-based strategies for motivating and engaging adolescent learners and research-based strategies for accommodations and scaffolding instruction for struggling readers and writers. (Section [4](#)).

The effective date for the bill is July 1, 2025. (Section [5](#)).

#### **RULEMAKING:**

Current law authorizes the State Board of Education (SBE) to adopt rules to administer the School Community Professional Learning Act. The bill modifies a provision of that law regarding requirements for school improvement plans, thus allowing the SBE to make rules to implement the bill.<sup>5</sup>

***Lawmaking is a legislative power; however, the Legislature may delegate a portion of such power to executive branch agencies to create rules that have the force of law. To exercise this delegated power, an agency must have a grant of rulemaking authority and a law to implement.***

#### **FISCAL OR ECONOMIC IMPACT:**

#### **STATE GOVERNMENT:**

Implementation of the bill's provision that the FCRR develop content for job-embedded training for school and district leadership, including school principals, and reading coaches focused on the delivery of reading instruction and interventions to students in grades 4 through 12 is contingent upon a legislative appropriation.

## **RELEVANT INFORMATION**

### **SUBJECT OVERVIEW:**

#### [Reading Instruction Plans](#)

Each school district is required by law<sup>6</sup> to implement a system of comprehensive reading instruction for students in prekindergarten through grade 12 and certain students who exhibit a substantial deficiency in early literacy. A school district must develop, and submit to the district school board for approval, a detailed reading instruction plan that outlines the components of the district's comprehensive system of reading instruction. The plan must include all district schools, including charter schools, unless a charter school elects to submit a plan independently from the school district. A charter school plan must comply with all of the provisions of this section and must be approved by the charter school's governing body and provided to the charter school's sponsor. Components of the reading instruction plan may include:

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<sup>2</sup> Section [1004.645, F.S.](#)

<sup>3</sup> Section [1001.215, F.S.](#)

<sup>4</sup> Sections [1001.42\(18\)](#) and [1012.98\(5\), F.S.](#)

<sup>5</sup> Section [1012.98\(9\), F.S.](#)

<sup>6</sup> Section [1003.4201, F.S.](#)

- Additional time per day of evidence-based intensive reading instruction which may be delivered during or outside of the regular school day.
- Highly qualified reading coaches, who must be endorsed in reading, to support classroom teachers in making instructional decisions based on progress monitoring data and improve classroom teacher delivery of effective reading instruction, reading intervention, and reading in the content areas based on student need.
- Professional learning to help instructional personnel and certified prekindergarten teachers funded in the Florida Education Finance Program (FEFP) earn a certification, credential, endorsement, or advanced degree in scientifically researched and evidence-based reading instruction.
- Summer reading camps for all students in kindergarten through grade 5 exhibiting a reading deficiency as determined by district and state assessments.
- Incentives for instructional personnel and certified prekindergarten teachers funded in the FEFP who possess a reading certification or endorsement or micro-credential<sup>7</sup> and provide educational support to improve student literacy.
- Tutoring in reading.

A school district must include in its reading instruction plan the planned school year expenditures for each component of the plan and submit its approved plan, including any approved plans for a charter school in the district, to the DOE by August 1 of each fiscal year. The DOE evaluates the implementation of each plan, including conducting site visits and collecting specific data on reading improvement results. By February 1 of each year, the DOE is required to report its findings to the Legislature and the SBE, including any recommendations for improving implementation of evidence-based intensive reading and intervention strategies in the classroom.

### The Science of Reading

In 2000, the National Reading Panel issued a final report after a years' long analysis of available research on how children learn to read and the most effective reading instruction methods.<sup>8</sup> The science of reading, supported by the findings of the National Reading Panel, focuses on teaching five components of reading: phonemic awareness; phonics; fluency; vocabulary; and comprehension.<sup>9</sup> Research shows that instruction based on the science of reading is proven to provide students the foundational skills needed to learn to read, even for those students with reading difficulties, such as dyslexia.<sup>10</sup> Reading development can be divided into three stages: letters and sounds; phonic decoding; and orthographic mapping.<sup>11</sup>

For children to be able to construct an orthographic<sup>12</sup> vocabulary, they must be fluent in phonics and phonemic manipulation. Students must have exposure to decodable text, practice and review in decoding and encoding, and knowledge and application of concept skills. The ultimate goal for reading is comprehension.<sup>13</sup>

In 2023, the Legislature passed HB 7039, requiring reading literacy instruction, curriculum, materials, and practices to be grounded in the science of reading for effectual student outcomes. The requirement applies to:

- The New Worlds Reading Initiative micro-credential.<sup>14</sup>

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<sup>7</sup> Section [1003.485, F.S.](#)

<sup>8</sup> National Reading Panel, *Teaching Children to Read: An Evidence-Based Assessment of the Scientific Research Literature on Reading and Its Implications for Reading Instruction* (April 13, 2000), available at <https://www.nichd.nih.gov/sites/default/files/publications/pubs/nrp/Documents/report.pdf>.

<sup>9</sup> Kymyona Burk, Ed.D, Foundation for Excellence in Education, *How the Science of Reading is Transforming Education and Opportunities for All Students*, presentation before the Early Learning & Elementary Education Subcommittee, (Jan. 14, 2021).

<sup>10</sup> *Id.* (As described in the National Reading Panel Report and summarized by Dr. Burk in her presentation to the subcommittee, instruction and interventions based on the science of reading are evidence-based instruction and interventions.)

<sup>11</sup> *Id.*

<sup>12</sup> Keys to Literacy, *The Role of Orthographic Mapping in Learning to Read*, <https://keystoliteracy.com/blog/the-role-of-orthographic-mapping-in-learning-to-read/> (last visited Mar. 13, 2025). Through orthographic mapping, students use the oral language processing part of the brain to map the sounds of words they already know to the letters in a word. They then permanently store the connected sounds and letters of words as instantly recognizable words. *Id.*

<sup>13</sup> Institute for Multi-Sensory Education, *What is the Science of Reading?*, <https://journal.imse.com/what-is-the-science-of-reading/> (last visited Mar. 13, 2025).

<sup>14</sup> Section [1003.485, F.S.](#)

- Training for literacy support directors and the tutoring program under the Reading Achievement Initiative for Scholastic Excellence (RAISE) Program.<sup>15</sup>
- Curricula for teacher preparation and alternative certification programs, to include initial teacher preparation programs and educator preparation institutes offered at the postsecondary level, and district school board provided Professional Development Certification and Education Competency programs.<sup>16</sup>
- State approved instruction and intervention programs for students in K-3 that have been identified as having a substantial reading deficiency or characteristics of dyslexia.<sup>17</sup>
- District school board instruction, interventions, curricula, and programs for retained grade 3 students.<sup>18</sup>
- Voluntary Prekindergarten (VPK) program performance standards and curriculum.<sup>19</sup>
- Courses in emergent literacy for prekindergarten instructors.<sup>20</sup>

The law provides teachers, school leaders, parents, and educator preparation programs and associated faculty with resources focused on the science of reading by requiring the Just Read, Florida! Office<sup>21</sup>, in collaboration with the Lastinger Center at the University of Florida, to develop and provide access to an online repository of such digital resources.<sup>22</sup>

### [Florida Center for Reading Research](#)

The Florida Center for Reading Research (FCRR) is a multidisciplinary research center at Florida State University that was established in 2002 by the Governor's office and Legislature.<sup>23</sup> FCRR is required by law to:<sup>24</sup>

- Provide technical assistance and support to all Florida school districts and schools in the implementation of evidence-based literacy instruction, assessments, programs, and professional learning.
- Conduct applied research that will have an immediate impact on policy and practices related to literacy instruction and assessment in this state with an emphasis on struggling readers and reading in the content area strategies and methods for secondary teachers.
- Conduct basic research on reading, reading growth, reading assessment, and reading instruction which will contribute to scientific knowledge about reading.
- Collaborate with the Just Read! Florida Office and school districts in the development of frameworks for comprehensive reading intervention courses for possible use in middle schools and secondary schools.
- Collaborate with the Just Read! Florida Office and school districts in the development of frameworks for professional learning activities, using multiple delivery methods for teaching reading in the content area.
- Disseminate information about research-based practices related to literacy instruction, assessment, and programs for students in preschool through grade 12.
- Collect, manage, and report on assessment information from screening, progress monitoring, and outcome assessments through the Florida Progress Monitoring and Reporting Network. The network is a statewide resource that is operated to provide valid and timely reading assessment data for parents, teachers, principals, and district-level and state-level staff in the management of instruction at the individual, classroom, and school levels.

### [Just Read, Florida! Office](#)

In 2001, Just Read, Florida! was established to serve as the comprehensive and coordinated reading initiative for the state,<sup>25</sup> prioritizing reading in Florida's public schools, community groups, and volunteer organizations that

<sup>15</sup> Section [1008.365, F.S.](#)

<sup>16</sup> Section [1004.04, F.S.](#)

<sup>17</sup> Section [1008.25, F.S.](#)

<sup>18</sup> [Id.](#)

<sup>19</sup> Section [1002.67, F.S.](#)

<sup>20</sup> Section [1002.59, F.S.](#)

<sup>21</sup> Section [1001.215, F.S.](#)

<sup>22</sup> Florida Department of Education, *Just Read, Florida!*, [Just Read, Florida!](#) (last visited Mar. 13, 2025).

<sup>23</sup> Florida Center for Reading Research, *About FCRR*, [About | Florida Center for Reading Research](#) (last visited Mar. 13, 2025).

<sup>24</sup> Section [1004.645, F.S.](#)

<sup>25</sup> Executive Order 01-260 (2001), available at

[https://www.fldoe.org/core/fileparse.php/7539/urlt/just\\_read\\_florida\\_executive\\_order.pdf](https://www.fldoe.org/core/fileparse.php/7539/urlt/just_read_florida_executive_order.pdf).

support literacy.<sup>26</sup> Just Read, Florida! is based on the latest reading research that includes emphasis on oral language development, phonological awareness, phonics, vocabulary, fluency, and comprehension.<sup>27</sup>

Created within the DOE, the Just Read, Florida! Office is responsible for:

- Working with the FCRR to identify scientifically researched and evidence-based reading instructional and intervention programs that incorporate explicit, systematic, and sequential approaches to teaching phonemic awareness, phonics, vocabulary, fluency, and text comprehension and incorporate decodable or phonetic text instructional strategies.<sup>28</sup>
- Providing training to reading coaches and school administrators on evidence-based strategies for implementation, modeling, and classroom observations to support professional growth and inform performance evaluations of instructional personnel.<sup>29</sup>
- Developing and providing access to sequenced, content-rich curriculum programming, instructional practices, and resources that help elementary schools use state-adopted instructional materials to increase students' background knowledge and literacy skills.<sup>30</sup>
- Creating multiple designations of effective reading instruction, with accompanying credentials, to enable all teachers to integrate reading instruction into their content areas.<sup>31</sup>
- Working with the Lastinger Center for Learning at the University of Florida to create training for kindergarten through grade 12 teachers, reading coaches, and school administrators on effective content-area-specific reading strategies, the coordinated integration of content-rich curriculum from other core subject areas into reading instruction, with a focus on civic literacy, and evidence-based reading strategies identified to improve student reading performance.<sup>32</sup>
- Providing parents information and strategies that have been proven effective to help their children learn to read, including reading in content areas.<sup>33</sup>
- Working with state-approved teacher preparation programs to integrate effective, evidence-based reading instructional and intervention strategies, including explicit, systematic, and sequential reading strategies, multisensory intervention strategies, and reading in content area instructional strategies into teacher preparation programs.<sup>34</sup>
- Providing technical assistance to school districts in the development and implementation of district plans for use of the evidence-based reading instruction allocation<sup>35</sup> and annually reviewing and approving such plans.<sup>36</sup>
- Reviewing, evaluating, and providing technical assistance to school districts' implementation of the comprehensive reading plan.<sup>37</sup>
- Periodically reviewing the State Standards for English Language Arts (ELA) to determine their appropriateness at each grade level.<sup>38</sup>
- Periodically reviewing teacher certification requirements and examinations to ascertain whether the examinations measure the skills needed for evidence-based reading instruction and instructional strategies for teaching reading.<sup>39</sup>

## [School Improvement Plans](#)

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<sup>26</sup> Florida Department of Education, *Just Read, Florida!*, [Just Read, Florida!](#) (last visited Mar. 24, 2025).

<sup>27</sup> *Id.*

<sup>28</sup> Section [1001.215\(8\), F.S.](#)

<sup>29</sup> Section [1001.215\(1\), F.S.](#)

<sup>30</sup> Section [1001.215\(4\), F.S.](#)

<sup>31</sup> Section [1001.215\(2\), F.S.](#)

<sup>32</sup> Section [1001.215\(3\), F.S.](#)

<sup>33</sup> Section [1001.215\(5\), F.S.](#)

<sup>34</sup> Section [1001.215\(11\), F.S.](#)

<sup>35</sup> Section [1011.62\(8\), F.S.](#)

<sup>36</sup> Section [1001.215\(6\), F.S.](#)

<sup>37</sup> Sections [1001.215\(7\)](#) and [1011.62\(8\), F.S.](#)

<sup>38</sup> Section [1001.215\(9\), F.S.](#)

<sup>39</sup> Section [1001.215\(10\), F.S.](#)

District school boards are required by law to maintain a system of school improvement and education accountability, including annually approving and requiring implementation of school improvement plans for each school in the district that has:<sup>40</sup>

- Earned a school grade of “D” or “F”.<sup>41</sup>
- A significant gap in achievement on statewide, standardized assessments<sup>42</sup> by one or more student subgroups, as defined in the federal Elementary and Secondary Education Act.<sup>43</sup>
- Not significantly increased the percentage of students passing statewide, standardized assessments.
- Not significantly increased the percentage of students demonstrating Learning Gains.<sup>44</sup> who passed statewide, standardized assessments
- Been identified as requiring instructional supports under the RAISE Program.<sup>45</sup>
- Significantly lower graduation rates for a subgroup when compared to the state's graduation rate.

The school improvement plan must include strategies for improving these results. The SBE adopts rules to establish thresholds and determine compliance with the school improvement plan requirements.<sup>46</sup>

#### RECENT LEGISLATION:

YEAR	BILL #	HOUSE SPONSOR(S)	SENATE SPONSOR	OTHER INFORMATION
2023	<a href="#">CS/CS/HB 7039</a>	Trabulsky	Calatayud	Became law on May 17, 2023 and took effect on July 1, 2023.

#### BILL HISTORY

COMMITTEE REFERENCE	ACTION	DATE	STAFF DIRECTOR/ POLICY CHIEF	ANALYSIS PREPARED BY
<a href="#">Student Academic Success Subcommittee</a>	15 Y, 0 N	3/18/2025	Sanchez	Blalock
<a href="#">Budget Committee</a>	25 Y, 0 N	3/27/2025	Pridgeon	Bailey
<a href="#">Education &amp; Employment Committee</a>	17 Y, 0 N	4/2/2025	Hassell	Blalock

<sup>40</sup> Section [1001.42\(18\), F.S.](#)

<sup>41</sup> Section [1008.34, F.S.](#)

<sup>42</sup> Section [1008.22, F.S.](#)

<sup>43</sup> 20 U.S.C. s. 6311(b)(2)(C)(v)(II).

<sup>44</sup> Section [1008.34, F.S.](#)

<sup>45</sup> Section [1008.365, F.S.](#)

<sup>46</sup> Section [1001.42\(18\)\(a\), F.S.](#)