

PreK-12 Innovation Subcommittee

November 8, 2017 4:00 PM Mashburn Hall (306 HOB)

Meeting Packet

Committee Meeting Notice HOUSE OF REPRESENTATIVES

PreK-12 Innovation Subcommittee

Start Date and Time:

Wednesday, November 08, 2017 04:00 pm

End Date and Time:

Wednesday, November 08, 2017 06:00 pm

Location:

Mashburn Hall (306 HOB)

Duration:

2.00 hrs

Consideration of the following bill(s):

HB 1 The Hope Scholarship Program by Donalds

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 1 The Hope Scholarship Program

SPONSOR(S): Donalds

TIED BILLS: None IDEN./SIM. BILLS: None

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) PreK-12 Innovation Subcommittee		Dehmer	Healy
2) PreK-12 Appropriations Subcommittee			
3) Education Committee			

SUMMARY ANALYSIS

School boards must adopt rules, policies, and procedures for addressing disciplinary issues and providing for a safe and orderly school environment. Each school board must adopt a code of student conduct that is based upon its rules governing student conduct and discipline. In addition to the code of student conduct, each school board must adopt policies prohibiting bullying and harassment, hazing, and dating violence and abuse and for emergency preparedness and response.

Bullying and violence in schools causes students to experience trauma, which lowers a student's attention, cognition, memory, grade point average and student reading ability. It also increases a student's anger, frustration, anxiety, suspensions, expulsions, absenteeism and dropout rate.

The bill establishes the Hope Scholarship Program, which provides the parent of a public school student who was subject to an incident of battery, harassment, hazing, bullying, kidnapping, physical attack, robbery, sexual offense, harassment, assault, battery, threat, intimidation or fighting at school with the opportunity to transfer the student to another public school or to receive a scholarship for the student to attend a private school. If the student enrolls in a public school outside the district, the student is eligible for a transportation scholarship limited to \$750.

The bill establishes the duties and responsibilities of the Department of Education, the Commissioner of Education, scholarship funding organizations, parents, students and the Auditor General.

The bill establishes guidelines for funding and payment of the Hope Scholarship Program.

The bill allows taxpayers to receive tax credits for eligible contributions to fund the Hope Scholarship Program

See fiscal impact on state government.

The bill takes effect upon becoming law.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives. STORAGE NAME: h0001.PKI

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

School Safety and Student Discipline

Florida law requires each district school board to provide for the proper accounting for all students; for the attendance and control of students at school; and for proper attention to health, safety, and other matters relating to the welfare of students. School boards must adopt rules, policies, and procedures for addressing disciplinary issues and providing for a safe and orderly school environment. Each school board must adopt a code of student conduct that is based upon its rules governing student conduct and discipline. The code of student conduct must include, but is not limited to:

- consistent policies and specific grounds for disciplinary action;
- penalties and procedures for acts requiring discipline, including in-school suspension, out-of-school suspension, expulsion, and corporal punishment;
- an explanation of the rights and responsibilities of students with regard to attendance, respect
 for persons and property, knowledge and observation of rules of conduct, the right to learn, free
 speech and student publications, assembly, privacy, and participation in school programs and
 activities;
- a dress code policy and penalties and procedures for addressing dress code violations;
- notice that student possession of alcohol, drugs, weapons, or firearms; violence against school
 district personnel; disruptive behavior on a school bus; sexual harassment; and threats or false
 reports made against school property, personnel, or transportation are grounds for disciplinary
 action and may result in the imposition of criminal penalties;
- policies for the assignment of violent or disruptive students to alternative educational programs;³
- student eligibility standards and related student disciplinary actions regarding student participation in extracurricular activities which must provide that:
 - o a student not suspended or expelled is eligible to participate in extracurricular activities;
 - o a student's eligibility to participate may not be affected by recruiting allegations until a final determination has been reached;
 - o a student may not participate in a sport if the student participated in that same sport at another school during the same school year unless the student:
 - is a dependent child of active duty military personnel whose move resulted from military orders;
 - has been relocated due to a foster care placement in a different school zone;
 - has moved due to a court-ordered change in custody due to separation or divorce or the serious illness or death of a custodial parent; or
 - is authorized for good cause in district or charter school policy.

At the beginning of each school year, the code of student conduct must be:

- distributed to all teachers, school personnel, students, and parents;
- made available in the school district's student handbook or similar publication; and

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¹ Section 1006.07(1)(a), F.S.

² Section 1006.07(2), F.S.

³ I.A

 discussed in student classes, school advisory council meetings, and parent and teacher association or organization meetings at the beginning of the school year.⁴

The law provides an extensive description of the roles, duties, and authority of each personnel classification charged with maintaining a safe and orderly school environment and enforcing disciplinary violations.⁵ Each district school superintendent must, among other things, recommend to the district school board plans for promoting the welfare of students, including attendance, discipline, health and safety, and other matters. Each superintendent must fully support the disciplinary authority of school principals, classroom teachers, and school bus drivers.⁶

In addition to the code of student conduct, each school board must adopt policies prohibiting bullying and harassment, hazing, and dating violence and abuse and for emergency preparedness and response.⁷ Current law prohibits bullying or harassment:

- of any public K-12 student or employee during a public K-12 education program or activity;
- during a school-related or school-sponsored activity;
- on a public K-12 school bus;
- using a computer system or network that is within the scope of the K-12 educational institution;⁸
 or
- using technology or electronic devices that are not owned or otherwise controlled by a school if the bullying substantially interferes with the victim's ability to participate in or benefit from the activities offered by a school.⁹

Each school district's bullying and harassment policy must:

- prohibit, define and describe the behaviors that constitute bullying and harassment;
- establish procedures for reporting and investigating acts of bullying and harassment;
- establish procedures for making referrals to law enforcement;
- provide instruction to students, parents, teachers and others on recognizing behavior that leads to bullying and harassment and taking preventative action;
- establish procedures for including incidents of bullying or harassment in the school's required report of data concerning school safety and discipline;¹⁰ and
- establish procedures for referring victims and perpetrators to counseling.¹¹

Each school principal must ensure that standardized forms prescribed by the rule of the State Board of Education are used to report data concerning school safety and discipline to the department. The school principal must develop a plan to verify the accuracy of reported incidents.¹²

DOE uses The School Environmental Safety Incident Reporting (SESIR) System to compile data on incidents of crime, violence, and disruptive behaviors that occur on school grounds, on school

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⁴ *Id*.

⁵ See ss. 1003.32 (classroom teachers and school principals), 1006.08 (superintendents), 1006.09 (school principals), and 1006.10, F.S. (school bus drivers).

⁶ Section 1006.08(1), F.S.

⁷ See ss. 1006.07(4) and (6), 1006.135, 1006.14, 1006.147, and 1006.148, F.S.

⁸ "Within the scope of a public K-12 educational institution" means, regardless of ownership, any computer, computer system, or computer network that is physically located on school property or at a school-related or school-sponsored program or activity. Section 1006.147(3)(d), F.S.

⁹ Section 1006.147(2), F.S.

¹⁰ Section 1006.147(4)(f), (h), (k), and (l), F.S. The School Environmental Safety Incident Reporting (SESIR) System is used by the DOE to compile data on incidents of crime, violence, and disruptive behaviors that occur on school grounds, on school transportation, and at off-campus, school-sponsored events. Florida Department of Education, *Statewide Report on School Safety and Discipline Data*, http://www.fldoe.org/safeschools/sesir.asp. (last visited October 27, 2017).

¹¹ Section 1006.147(4)(j), F.S.

¹² Section 1006.09(6), F.S. **STORAGE NAME**: h0001.PKI

transportation, and at off-campus, school-sponsored events. In the 2015-16 school year, over 47,000 Florida public school students reported incidents that include battery, bullying, harassment, hazing. physical attacks, and sexual assault, battery and harassment;13

	BATTERY	2,516
	BULLYING	2,867
eri Japan	FIGHTING	21,957
	HARASSMENT	1,832
7.	HAZING	6
	PHYSICAL ATTACK	10,342
	SEXUAL ASSAULT	25
	SEXUAL BATTERY	28
	SEXUAL HARASSMENT	1,805
	SEX OFFENSES	1,581
	THREAT/INTIMIDATION	4,314

However, there is evidence to suggest that the number of reported incidents through SESIR is much lower than actual incidents. The Department of Health, in collaboration with the DOE, administers the Youth Risk Behavior Survey (YRBS) that is a statewide, school-based confidential survey of Florida's public high school students. The purpose of the YRBS is to monitor priority health-risk behaviors that contribute substantially to the leading causes of death, disability, and social problems among youth, which contribute to patterns in adulthood. In 2015, 123,500 high school students reported being bullied on school property during the past 12 months. 14 In addition, 8.1 percent of high school students did not go to school because they felt unsafe at school or on their way to or from school. 15

Florida Tax Credit Scholarship Program

The Florida Tax Credit Scholarship Program (FTC Program)¹⁶ was established to encourage taxpavers to make private, voluntary contributions to non-profit scholarship-funding organizations (SFOs), expand educational opportunities for families that have limited financial resources, and enable Florida's children to achieve a greater level of excellence in their education. ¹⁷ The FTC Program is funded with contributions to private nonprofit scholarship-funding organizations (SFOs) from taxpayers who receive a tax credit for use against their liability for corporate income tax; insurance premium tax; severance taxes on oil and gas production; self-accrued sales tax liabilities of direct pay permit holders; or alcoholic beverage taxes on beer, wine, and spirits. 18 The tax credit is equal to 100 percent of the eligible contributions made. 19

SFOs use these contributions to award scholarships to eliqible low-income students for private school tuition and fees or transportation expenses to a Florida public school located outside of the school district in which the student resides.²⁰

¹³ Florida Department of Education, Statewide Report on School Safety and Discipline Data. http://www.fldoe.org/safeschools/sesir.asp.(last visited October 27, 2017).

¹⁴ Presentation by Department of Health to the PreK-12 Innovation Subcommittee, Oct. 25, 2017, available at https://www.myfloridahouse.gov/Sections/Documents/loaddoc.aspx?PublicationType=Committees&CommitteeId=2908&Session=20 18&DocumentType=Meeting%20Packets&FileName=pki%2010-25-17.pdf

¹⁵ Department of Health, Youth Risk Behavior Survey, available at, http://www.floridahealth.gov/statistics-and-data/surveydata/florida-youth-survey/youth-risk-behavior-survey/ documents/2015-yrbs-summary-tables.pdf

¹⁶ Section 1002.395, F.S.

¹⁷ Section 1002.395(1)(b), F.S.

¹⁸ Section 1002.395(1) and (5), F.S.

¹⁹ Sections 220.1875 and 1002.395(5), F.S.

²⁰ Section 1002.3953 (6)(d), F.S. An eligible contribution is a monetary contribution from a taxpayer to an eligible nonprofit SFO. The taxpayer may not designate a specific child as the beneficiary of the contribution. Section 1002.395(2)(e), F.S. STORAGE NAME: h0001.PKI

To participate, a charitable organization must submit an initial application for approval or renewal to the Office of Independent Education and Parental Choice by September 1st of each year before the school year for which the SFO intends to offer scholarships. Among other things, the application for initial approval must include:

- a copy of the organization's incorporation documents and registration with the Division of Corporations of the Department of State and IRS determination letter as a not-for-profit corporation;
- a description of the organization's financial plan and the geographic region it will serve.
- a description of the criteria and methodology it will use to evaluate scholarship eligibility and application process including deadlines and fees; and
- a copy of a surety bond or letter of credit in an amount equal to 25 percent of the scholarship funds anticipated for each school year or \$100,000, whichever is greater.²¹

An application for renewal must include all items listed above for initial approval as well as:

- A surety bond or letter of credit equal to the amount of undisbursed donations held by the organization, which must be at least \$100,000, not to exceed \$25 million.
- The organization's completed IRS Form 990.
- A copy of its audit reports.²²
- An annual report documenting the number of applications received, applications approved, funds received, scholarships funded, and expenditures of administrative funds.²³

Within 30 days of receipt of the finalized application the Commissioner of Education must recommend approval or disapproval of the application to the State Board of Education. The state board must then consider the application and recommendation at the next scheduled meeting.²⁴

State universities and independent colleges and universities are exempt from the SFO application process, including its surety bond requirements. Instead, they must register with DOE.²⁵

SFOs must:

- Comply with federal law²⁶ prohibiting discrimination based on race, color, or national origin by any program receiving federal financial assistance.
- Require owners and operators to undergo Level 2 background screening²⁷ upon employment or engagement of services and every five years thereafter. Owners and operators must also be screened against an additional list of financial crimes. Owners or operators that fail the Level 2 background screening are ineligible to provide scholarships.
- Not own or operate a private school that is participating in the FTC Program.
- Provide scholarships from eligible contributions to eligible students on a first-come, first-served basis unless the student qualifies for priority.
- Allow a student in foster or out-of-home care to apply for a scholarship at any time.
- Not restrict or reserve scholarships for use at a particular private school or provide a scholarship
 to the child of an owner or operator.
- Allow an eligible student to attend any eligible private school and allow a parent to transfer a scholarship during the academic year to another eligible private school.

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²¹ Section 1002.395(16)(a), F.S.

²² Section 1002.395(6)(m), F.S.

²³ Section 1002.395(16)(b), F.S.

²⁴ Section 1002.395(16)(d), F.S.

²⁵ Section 1002.395(16)(i), F.S. .

²⁶ See 42 U.S.C. s. 2000d.

²⁷ Level 2 background screening requires individuals to be screened against a statutorily prescribed list of 53 offenses. *See* s. 435.04, F.S.

- Maintain separate accounts for scholarship and operating funds.
- Expend for annual or partial-year scholarships an amount equal to or greater than 75 percent of the net eligible contributions remaining after administrative expenses during the state fiscal year in which such contributions are collected. Remaining net eligible contributions in excess of 25 percent shall be transferred to other eligible nonprofit scholarship-funding organizations to provide scholarships for eligible students.
- Allow for the transfer of funds to another eligible SFO, limited to the greater of \$500,000 or 20 percent of the total contributions received by the SFO making the transfer, if additional funds are required to meet scholarship demands. Such a transfer must be approved by DOE beforehand.
- Maintain a surety bond or letter of credit equal to the amount of undispersed donations, which may be adjusted quarterly to equal the actual amount of undisbursed funds. This requirement is waived if the cost of acquiring a surety bond or letter of credit exceeds the average 10-year cost of acquiring a surety bond or letter of credit by 200 percent. This requirement is also waived for a state university. The surety bond or letter of credit must specify that any claim against the bond or letter of credit may be made only by an eligible nonprofit SFO.
- Provide the Auditor General and DOE with an annual financial audit of its accounts and records conducted by an independent certified public accountant.
- Submit to an annual operational audit of its accounts and records by the Auditor General, including any contracts for services with related entities, to determine compliance with program requirements.
- Prepare and submit quarterly reports to DOE.²⁸

A SFO may use up to three percent of eligible contributions received during the state fiscal year for administrative expenses if the SFO has operated as an eligible nonprofit scholarship-funding organization for at least the preceding three years and did not have any findings of material weakness or material noncompliance in its most recent audit. Administrative funds may not be used for lobbying or political activity.29

Motor Vehicle Taxes

Florida sales and use tax, plus any applicable discretionary sales surtax, is due on all new or used motor vehicles sold, leased, delivered into, imported into, or used in Florida, unless a specific exemption applies. Florida sales and use tax is due on the sales price of the motor vehicle, including any separately itemized charge or fee for items, such as:

- any accessory sold with the vehicle;
- preparation, settlement, or closing fees:
- freight, handling, or delivery of the motor vehicle to the dealer;
- commission: and
- any other expense or cost of the dealer that the dealer requires the purchaser to pay.

Any separately itemized fee or charge mandated by a state law for titling, licensing, or registering the motor vehicle, or for recording a lien on the motor vehicle, is not subject to tax.³⁰

Florida collects a 6 percent state sales tax rate on the purchase of all vehicles.³¹

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²⁸ Section 1002.395(6)(a)-(c), (f), (h)-(q), F.S.; s. 11.45(2)(k), F.S. (operational audit).

²⁹ Section 1002.395(6)(i)1., F.S.

³⁰ Florida Department of Revenue, Sales and Use Tax on Motor Vehicles, available at http://floridarevenue.com/Forms library/current/gt800030.pdf

³¹ Florida: Sales Tax Handbook at https://www.salestaxhandbook.com/florida/sales-tax-vehicles

Effect of Proposed Changes

The bill establishes the Hope Scholarship Program (HSP), which provides the parent of a public school student subjected to an incident at school the opportunity to transfer the student to a public school within the school district, receive a scholarship to transport the student to a public school in another school district, or receive a scholarship for the student to attend a private school. For purposes of the program an incident includes battery, harassment, hazing, bullying, kidnapping, physical attack, robbery, sexual offense, harassment, assault, battery, threat, intimidation or fighting at school. School means any educational program or activity conducted by a public K-12 educational institution, any school-related or school-sponsored program or activity, and riding on a school bus, as defined in s. 1006.25(1), including waiting at a school bus stop.

Beginning with the 2018-2019 school year, contingent on funds, scholarships are awarded on a first-come, first-served basis.

A student is ineligible for the HSP if the student is:

- enrolled in a public school, including, but not limited to, the Florida School for the Deaf and the Blind, the College-Preparatory Boarding Academy, a developmental research school or a charter school;
- enrolled in a Department of Juvenile Justice commitment program;
- enrolled in a virtual school, correspondence school or distance learning program that receives state funding pursuant to the student's participation unless the participation is limited to two courses per school year; or
- receiving any other state sponsored K-12 educational scholarship.

Once an incident is reported to the school principal, the school principal must provide a copy of the incident report to the parent and investigate the incident to determine if the incident must be reported to the DOE. Upon conclusion of the investigation or within 15 days after receipt of the report of the incident, whichever occurs first, the school district must notify the parent of the HSP and offer that parent an opportunity to enroll their student in another public school or to receive a Hope Scholarship to attend an eligible private school. If the student enrolls in a public school outside the district, the student is eligible for a transportation scholarship limited to \$750.

The Department of Education must contract with an independent entity to conduct an annual evaluation of the program. The entity must review the school climate and code of student conduct at each public school at which 10 or more reported incidents occurred to determine areas for improvement. The review must include an assessment of the investigation of incidents; analysis of school incident and discipline data; the effectiveness of communication with students, parents, and personnel; and challenges and obstacles to implementing recommendations. The entity must also identify best practices from the schools to which students transferred.

The entity will also review the performance of participating students enrolled in private schools at which at least 51 percent of total enrolled students are program participants. Parents of participating students will be surveyed to determine academic, safety, and school climate satisfaction and to identify any challenges or obstacles in addressing the incident or use of the scholarship.

The bill requires school districts to notify scholarship students in private schools who wish to participate in the statewide student assessment program or the Florida Alternate Assessment of the locations and times to take all statewide assessments.

Private schools that participate in the HSP must meet the same requirements for participation established by Florida Tax Credit Scholarship Program.

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Likewise, the commissioner has the same duties and responsibilities over private schools established in the Florida Tax Credit Program.

A participating SFO will be governed by the same statutory requirements as outlined in the Florida Tax Credit Scholarship Program.

The bill specifically requires the SFO to:

- receive applications and determine student eligibility;
- notify parents of their receipt of a scholarship on a first-come, first-served basis, based upon the funds provided; and
- notify the DOE of any violations regarding the program.

The bill requires the Auditor General (AG) to conduct an annual operational audit of accounts of each participating SFO, which must include a verification of students served and transmission of that information to the DOE. The AG also must notify the DOE of any SFO that fails to comply with a request for information.

The scholarship amount is calculated as a percentage of the unweighted FTE as follows:

- Eighty-eight percent for students in grades K-5.
- Ninety-two percent for students in grades 6-8.
- Ninety-six percent for students enrolled in grades 9-12.

The HSP is funded by taxpayers who make an eligible contribution to a scholarship funding organization may receive a tax credit. The eligible contribution provides the taxpayer with a credit against any tax due as a result of the purchase or acquisition of a motor vehicle. The credit may not exceed the amount taxes owed. Each eligible contribution is limited to a single payment of \$20 at the time of purchase of a motor vehicle or at the time of registration of a motor vehicle that was not purchased from a dealer. The purchaser elects whether or not to contribute at the time of the purchase or registration of the vehicle. Contributions must be made to a dealer at the time of purchase or to an agent of the Department of Revenue (DOR) at the time of registration, if the vehicle was not purchased from a dealer.

The bill provides that a tax collector or any person or firm authorized to sell or issue a motor vehicle license who is designated as an agent of the DOR or who is a dealer must:

- provide the purchaser a contribution election form, as prescribed by the DOR, at the time of purchase or at the time of registration if the vehicle is not purchased from a dealer;
- collect eligible contributions:
- remit to the SFO on or before the 20th day of each month the total amount of contributions made to the SFO and collected during the preceding calendar month; and
- report on each return filed with the DOR the total amount of credits allowed under during the preceding calendar month.

The SFO must report to the DOR, on or before the 20th day of each month, the total amount of contributions received in the preceding calendar month. The report must include the federal employer identification number of each tax collector, authorized agent of the DOR or dealer who remitted contributions to the SFO during that reporting period.

A person who, with intent to unlawfully deprive or defraud the program of money, fails to remit HSP contributions is guilty of theft of charitable funds and is punishable as follows:

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- If the amount stolen is less than \$300, the offense is a second-degree misdemeanor. Upon a second conviction, the offender is guilty of a first-degree misdemeanor. Upon a third or subsequent conviction, the offender is guilty of a third degree felony.
- If the amount stolen is \$300 or more, but less than \$20,000, the offense is a third-degree felony.
- If the amount stolen is \$20,000 or more, but less than \$100,000, then offense is a second-degree felony.
- If the amount stolen is \$100,000 or more, the offense is a first-degree felony.

The sentencing judge must order an offender to make restitution to the SFO in the amount stolen.

B. SECTION DIRECTORY:

Section 1. Creates s. 1002.40, F.S., establishing the Hope Scholarship Program.

Section 2. Creates s. 212.1832, F.S., establishing the tax credits for contributions to the Hope Scholarship Program.

Section 3. Allows the Department of Revenue to adopt emergency rules to administer this act.

Section 4. Provides that this act shall take effect upon becoming law.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

Section 1 of the bill delineates the Department of Education's obligations for the administration of the Hope Scholarship Program to include contracting with an independent entity to provide an annual evaluation of the program. At this time, the fiscal impact to the department is indeterminate.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

The Revenue Estimating Conference has not yet evaluated the bill for revenue impacts. However, the tax credits in the bill will have a negative annual impact on General Revenue collections in an amount that is unknown at this time.

Also, see the FISCAL COMMENTS section.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

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D. FISCAL COMMENTS:

Staff estimates that in Fiscal Year 2016-17 there were between 3.4 million and 4 million purchases of new and used cars and light trucks in Florida. If half of those purchases resulted in contributions to the Hope Scholarship Program, the impact on General Revenue would have been between -\$34 million and -\$40 million in that year.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision: None.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

None.

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A bill to be entitled 1 An act relating to the Hope Scholarship Program; 2 3 creating s. 1002.40, F.S.; establishing the Hope 4 Scholarship Program; providing the purpose of the 5 program; providing definitions; providing eligibility 6 requirements; prohibiting the payment of a scholarship 7 under certain circumstances; requiring a school 8 principal to investigate a report of physical violence 9 or emotional abuse; requiring a school district to notify an eligible student's parent of the program; 10 11 requiring a school district to provide certain information relating to the statewide assessment 12 program; providing requirements and obligations for 13 eligible private schools; providing Department of 14 15 Education obligations relating to participating 16 students and private schools and program requirements; 17 providing Commissioner of Education obligations; requiring the commissioner to deny, suspend, or revoke 18 19 a private school's participation in the program or the 20 payment of scholarship funds under certain 21 circumstances; providing a process for review of a 22 decision from the commissioner under certain circumstances; providing for the release of personally 23 24 identifiable student information under certain 25 circumstances; providing parent and student

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responsibilities for initial and continued participation in the program; providing nonprofit scholarship-funding organization obligations; providing for the calculation of the scholarship amount; providing the scholarship amount for students transferred to certain public schools; requiring verification of specified information before a scholarship may be disbursed; providing requirements for the scholarship payments; providing funds for administrative expenses for certain nonprofit scholarship-funding organizations; providing requirements for administrative expenses; prohibiting a nonprofit scholarship-funding organization from charging an application fee; providing Auditor General obligations; providing requirements for taxpayer elections to contribute to the program; requiring the Department of Revenue to adopt forms to administer the program; providing reporting requirements for nonprofit scholarship-funding organizations relating to taxpayer contributions; providing requirements for certain agents of the Department of Revenue and motor vehicle dealers; providing penalties; providing for the restitution of specified funds under certain circumstances; providing the state is not liable for the award or use of program funds; prohibiting

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additional regulations for private schools participating in the program beyond those necessary to enforce program requirements; requiring the State Board of Education to adopt rules to administer the program; creating s. 212.1832, F.S.; authorizing certain persons to elect to direct certain state sales and use tax revenue to be transferred to a nonprofit scholarship-funding organizations for the Hope Scholarship Program; authorizing the Department of Revenue to adopt emergency rules for specified purposes; providing an effective date.

Be It Enacted by the Legislature of the State of Florida:

Section 1. Section 1002.40, Florida Statutes, is created to read:

67 1002.40 The Hope Scholarship Program.—

- (1) PURPOSE.—The Hope Scholarship Program is established to provide the parent of a public school student who was subjected to an incident listed in subsection (3) an opportunity to transfer the student to another public school or to request and receive from the state a scholarship for the student to enroll in and attend an eligible private school.
 - (2) DEFINITIONS.—As used in this section, the term:
 - (a) "Department" means the Department of Education.

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(b) "Eligible contribution" or "contribution" means a monetary contribution from a person required to pay sales and use tax on the purchase or acquisition of a motor vehicle, subject to the restrictions provided in this section, to an eligible nonprofit scholarship-funding organization. The taxpayer making the contribution may not designate a specific student as the beneficiary of the contribution.

- (c) "Eligible nonprofit scholarship-funding organization"
 or "organization" has the same meaning as provided in s.
 1002.395(2)(f).
- (d) "Eligible private school" has the same meaning as provided in s. 1002.395(2)(g).
- (e) "Motor vehicle" has the same meaning as provided in s. 320.01(1)(a), but does not include heavy trucks, truck tractors, trailers, and motorcycles.
- (f) "Parent" means a resident of this state who is a parent, as defined in s. 1000.21, and whose student was subjected to an incident listed in subsection (3).
 - (g) "Program" means the Hope Scholarship Program.
- (h) "School" includes any educational program or activity conducted by a public K-12 educational institution, any school-related or school-sponsored program or activity, and riding on a school bus, as defined in s. 1006.25(1), including waiting at a school bus stop.
 - (i) "Unweighted FTE funding amount" means the statewide

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average total funds per unweighted full-time equivalent funding amount that is incorporated by reference in the General Appropriations Act, or by a subsequent special appropriations act, for the applicable state fiscal year.

- (3) PROGRAM ELIGIBILITY.—Beginning with the 2018-2019 school year, contingent upon available funds, and on a first—come, first—served basis, a student enrolled in a Florida public school in kindergarten through grade 12 is eligible for a scholarship under this program if the student has been subjected to an incident of battery; harassment; hazing; bullying; kidnapping; physical attack; robbery; sexual offenses, harassment, assault, or battery; threat or intimidation; or fighting at school.
- (4) PROGRAM PROHIBITIONS.—Payment of a scholarship may not be made if a student is:
- (a) Enrolled in a public school, including, but not limited to, the Florida School for the Deaf and the Blind; the College-Preparatory Boarding Academy; a developmental research school authorized under s. 1002.32; or a charter school authorized under s. 1002.33, s. 1002.331, or s. 1002.332;
- (b) Enrolled in a school operating for the purpose of providing educational services to youth in the Department of Juvenile Justice commitment programs;
- (c) Participating in a virtual school, correspondence school, or distance learning program that receives state funding

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126 pursuant to the student's participation unless the participation 127 is limited to no more than two courses per school year; or 128 (d) Receiving any other educational scholarship pursuant 129 to this chapter. 130 SCHOOL DISTRICT OBLIGATIONS; PARENTAL OPTIONS.-(5) 131 (a) Upon receipt of a report of an incident listed in 132 subsection (3), the school principal shall provide a copy of the 133 report to the parent and investigate the incident to determine 134 if the incident must be reported as required by s. 1006.09(6). 135 Upon conclusion of the investigation or within 15 days after the 136 incident was reported, whichever occurs first, the school 137 district shall notify the parent of the program and offer that 138 parent an opportunity to enroll his or her student in another 139 public school or to request and receive a scholarship to attend an eligible private school, subject to available funding. A 140 141 parent who chooses to enroll his or her student in a Florida 142 public school located outside the district in which the student 143 resides pursuant to s. 1002.31 shall be eligible for a 144 scholarship to transport the student as provided in paragraph 145 (11) (b). 146 (b) For each student participating in the program in a 147 private school who chooses to participate in the statewide 148 assessments under s. 1008.22 or the Florida Alternate 149 Assessment, the school district in which the student resides 150 must notify the student and his or her parent about the

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151 locations and times to take all statewide assessments.

- (6) PRIVATE SCHOOL ELIGIBILITY AND OBLIGATIONS.—An eligible private school may be sectarian or nonsectarian and shall:
- (a) Comply with all requirements for private schools participating in state school choice scholarship programs pursuant to this section and s. 1002.421.
- (b) Provide to the organization, upon request, all documentation required for the student's participation, including the private school's and the student's fee schedules.
- (c) Be academically accountable to the parent for meeting the educational needs of the student by:
- 1. At a minimum, annually providing to the parent a written explanation of the student's progress.
- 2. Annually administering or making provision for students participating in the program in grades 3 through 10 to take one of the nationally norm-referenced tests identified by the department or the statewide assessments pursuant to s. 1008.22. Students with disabilities for whom standardized testing is not appropriate are exempt from this requirement. A participating private school shall report a student's scores to his or her parent.
- 3. Cooperating with the student whose parent chooses to have the student participate in the statewide assessments pursuant to s. 1008.22 or, if a private school chooses to offer

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the statewide assessments, administering the assessments at the school.

- a. A participating private school may choose to offer and administer the statewide assessments to all students who attend the private school in grades 3 through 10.
- b. A participating private school shall submit a request in writing to the department by March 1 of each year in order to administer the statewide assessments in the subsequent school year.
- (d) Employ or contract with teachers who have regular and direct contact with each student receiving a scholarship under this section at the school's physical location.
- (e) Maintain in this state a physical location where a scholarship student regularly attends classes.
- (f) Provide a report from an independent certified public accountant who performs the agreed-upon procedures developed under s. 1002.395(6)(o) if the private school receives more than \$250,000 in funds from scholarships awarded under this section in a state fiscal year. A private school subject to this paragraph must annually submit the report by September 15 to the organization that awarded the majority of the school's scholarship funds. The agreed-upon procedures must be conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants.

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If a private school is unable to meet the requirements of this subsection, the commissioner may determine that the private school is ineligible to participate in the program.

- (7) DEPARTMENT OF EDUCATION OBLIGATIONS.—The department shall:
- (a) Establish a toll-free hotline that provides parents and private schools with information on participation in the program.
- (b) Annually verify the eligibility of private schools that meet the requirements of subsection (6).
- (c) Require an annual notarized and sworn compliance statement by participating private schools certifying compliance with state laws and retain such records.
- (d) Cross-check the list of participating students with the public school enrollment lists and participation lists in other scholarship programs established under this chapter before each scholarship payment to avoid duplication.
- (e) Maintain a list of nationally norm-referenced tests identified for purposes of satisfying the testing requirement in paragraph (9)(f). The tests must meet industry standards of quality in accordance with State Board of Education rule.
- (f) Require quarterly reports by an eligible nonprofit scholarship-funding organization regarding the number of students participating in the scholarship program, the private schools in which the students are enrolled, and other

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226 information deemed necessary by the department.

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- (g) Contract with an independent entity to provide an annual evaluation of the program by:
- 1. Reviewing the school climate and code of student conduct of each public school at which 10 or more reported incidents occurred to determine areas in the school or school district procedures involving reporting, investigating, and communicating a parent's and student's rights that are in need of improvement. At a minimum, the review must include:
- a. An assessment of the investigation time and quality of the response of the school and the school district.
- b. An assessment of the effectiveness of communication procedures with the students involved in an incident, the students' parents, and the school and school district personnel;
 - c. An analysis of school incident and discipline data;
- d. The challenges and obstacles relating to implementing recommendations from this review.
- 2. Reviewing the school climate and code of student conduct of each public school a student transferred to if the student was from a school identified in subparagraph 1. in order to identify best practices and make recommendations to a public school at which the incidents occurred.
- 3. Reviewing the performance of participating students enrolled in a private school in which at least 51 percent of the total enrolled students in the prior school year participated in

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the program and in which there are at least 10 participating students who have scores for tests administered.

- 4. Surveying the parents of participating students to determine academic, safety, and school climate satisfaction and to identify any challenges or obstacles in addressing the incident or relating to the use of the scholarship.
- (h) Upon the request of a participating private school, provide at no cost to the school the statewide assessments administered under s. 1008.22 and any related materials for administering the assessments. Students at a private school may be assessed using the statewide assessments if the addition of those students and the school does not cause the state to exceed its contractual caps for the number of students tested and the number of testing sites. The state shall provide the same materials and support to a private school that it provides to a public school. A private school that chooses to administer statewide assessments under s. 1008.22 shall follow the requirements set forth in ss. 1008.22 and 1008.24, rules adopted by the State Board of Education to implement those sections, and district-level testing policies established by the district school board.
- (i) Establish a process by which individuals may notify the department of any violation by a parent, private school, or school district of state laws relating to program participation. The department shall conduct an inquiry or make a referral to

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the appropriate agency for an investigation of any written complaint of a violation of this section if the complaint is signed by the complainant and is legally sufficient. A complaint is legally sufficient if such complaint contains ultimate facts that show that a violation of this section or any rule adopted by the State Board of Education pursuant to this section has occurred. In order to determine legal sufficiency, the department may require supporting information or documentation from the complainant. A department inquiry is not subject to the requirements of chapter 120.

- (j)1. Conduct site visits to participating private schools. The purpose of the site visits is solely to verify the information reported by the schools concerning the enrollment and attendance of students, the credentials of teachers, background screening of teachers, and teachers' fingerprinting results. The department may not make more than seven site visits each year; however, the department may make additional site visits at any time to a school that has received a notice of noncompliance or a notice of proposed action within the previous 2 years.
- 2. Annually, by December 15, report to the Governor, the President of the Senate, and the Speaker of the House of Representatives the department's actions with respect to implementing accountability in the program under this section and s. 1002.421, any substantiated allegations or violations of

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law or rule by an eligible private school under this program and
the corrective action taken by the department.

- (8) COMMISSIONER OF EDUCATION AUTHORITY AND OBLIGATIONS.-
- (a) The Commissioner of Education:

- 1. Shall deny, suspend, or revoke a private school's participation in the program if it is determined that the private school has failed to comply with the provisions of this section. However, if the noncompliance is correctable within a reasonable amount of time and if the health, safety, or welfare of the students is not threatened, the commissioner may issue a notice of noncompliance which provides the private school with a timeframe within which to provide evidence of compliance before taking action to suspend or revoke the private school's participation in the program.
- 2. May deny, suspend, or revoke a private school's participation in the program if the commissioner determines that an owner or operator of the private school is operating or has operated an educational institution in this state or in another state or jurisdiction in a manner contrary to the health, safety, or welfare of the public.
- a. In making such a determination, the commissioner may consider factors that include, but are not limited to, acts or omissions by an owner or operator which led to a previous denial or revocation of participation in an education scholarship program; an owner's or operator's failure to reimburse the

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department for scholarship funds improperly received or retained by a school; imposition of a prior criminal sanction related to an owner's or operator's management or operation of an educational institution; imposition of a civil fine or administrative fine, license revocation or suspension, or program eligibility suspension, termination, or revocation related to an owner's or operator's management or operation of an educational institution; or other types of criminal proceedings in which an owner or operator was found guilty of, regardless of adjudication, or entered a plea of nolo contendere or guilty to, any offense involving fraud, deceit, dishonesty, or moral turpitude.

b. For purposes of this subparagraph, the term "owner or

- operator" includes an owner, operator, superintendent, or principal of, or a person who has equivalent decisionmaking authority over, a private school participating in the scholarship program.
- (b) The commissioner's determination is subject to the following:
- 1. If the commissioner intends to deny, suspend, or revoke a private school's participation in the program, the department shall notify the private school of such proposed action in writing by certified mail and regular mail to the private school's address of record with the department. The notification shall include the reasons for the proposed action and notice of

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the timelines and procedures set forth in this paragraph.

- 2. The private school that is adversely affected by the proposed action shall have 15 days after receipt of the notice of proposed action to file with the department's agency clerk a request for a proceeding pursuant to ss. 120.569 and 120.57. If the private school is entitled to a hearing under s. 120.57(1), the department shall refer the request to the Division of Administrative Hearings.
- 3. Upon receipt of a request referred pursuant to this paragraph, the director of the Division of Administrative

 Hearings shall expedite the hearing and assign an administrative law judge who shall commence a hearing within 30 days after the receipt of the formal written request by the division and enter a recommended order within 30 days after the hearing or within 30 days after receipt of the hearing transcript, whichever is later. Each party shall be allowed 10 days in which to submit written exceptions to the recommended order. A final order shall be entered by the agency within 30 days after the entry of a recommended order. The provisions of this subparagraph may be waived upon stipulation by all parties.
- (c) The commissioner may immediately suspend payment of scholarship funds if it is determined that there is probable cause to believe that there is:
- 1. An imminent threat to the health, safety, or welfare of the students; or

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2. Fraudulent activity on the part of the private school.

Notwithstanding s. 1002.22, in incidents of alleged fraudulent
activity pursuant to this section, the department's Office of
Inspector General is authorized to release personally
identifiable records or reports of students to the following
persons or organizations:

- a. A court of competent jurisdiction in compliance with an order of that court or the attorney of record in accordance with a lawfully issued subpoena, consistent with the Family Educational Rights and Privacy Act, 20 U.S.C. s. 1232g.
- b. A person or entity authorized by a court of competent jurisdiction in compliance with an order of that court or the attorney of record pursuant to a lawfully issued subpoena, consistent with the Family Educational Rights and Privacy Act, 20 U.S.C. s. 1232g.
- c. Any person, entity, or authority issuing a subpoena for law enforcement purposes when the court or other issuing agency has ordered that the existence or the contents of the subpoena or the information furnished in response to the subpoena not be disclosed, consistent with the Family Educational Rights and Privacy Act, 20 U.S.C. s. 1232g, and 34 C.F.R. s. 99.31.

The commissioner's suspension of payment pursuant to this paragraph may be appealed pursuant to the same procedures and timelines as the notice of proposed action set forth in

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401 paragraph (b).

- (9) PARENT AND STUDENT RESPONSIBILITIES FOR PROGRAM

 PARTICIPATION.—A parent who applies for a Hope Scholarship is

 exercising his or her parental option to place his or her

 student in an eligible private school.
- (a) The parent must select an eligible private school and apply for the admission of his or her student.
- (b) The parent must inform the student's school district when the parent withdraws his or her student to attend an eligible private school.
- (c) Any student participating in the program must remain in attendance throughout the school year unless excused by the school for illness or other good cause.
- (d) Each parent and each student has an obligation to the private school to comply with the private school's published policies.
- (e) Upon reasonable notice to the department and the school district, the parent may remove the student from the private school and place the student in a public school in accordance with this section.
- (f) The parent must ensure that the student participating in the program takes the norm-referenced assessment offered by the private school. The parent may also choose to have the student participate in the statewide assessments pursuant to s. 1008.22. If the parent requests that the student participating

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in the program take the statewide assessments pursuant to s.

1008.22 and the private school has not chosen to offer and
administer the statewide assessments, the parent is responsible
for transporting the student to the assessment site designated
by the school district.

- (g) Upon receipt of a scholarship warrant, the parent to whom the warrant is made must restrictively endorse the warrant to the private school for deposit into the account of the private school. The parent may not designate any entity or individual associated with the participating private school as the parent's attorney in fact to endorse a scholarship warrant. A parent who fails to comply with this paragraph forfeits the scholarship.
- (10) OBLIGATIONS OF NONPROFIT SCHOLARSHIP-FUNDING ORGANIZATIONS.—An organization may establish scholarships for eligible students by:
- (a) Receiving applications and determining student eligibility in accordance with the requirements of this section.
- (b) Notifying parents of their receipt of a scholarship on a first-come, first-served basis, based upon available funds.
- (c) Preparing and submitting quarterly and annual reports to the department pursuant to paragraphs (7)(f) and (g). In addition, an eligible nonprofit scholarship-funding organization must submit in a timely manner any information requested by the department relating to the scholarship program.

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451	(d) Notifying the department of any violation of this
452	section.
453	(11) FUNDING AND PAYMENT.—
454	(a) The maximum amount awarded to a student enrolled in an
455	eligible private school shall be determined as a percentage of
456	the unweighted FTE funding amount for that state fiscal year and
457	thereafter as follows:
458	1. Eighty-eight percent for a student enrolled in
459	kindergarten through grade 5.
460	2. Ninety-two percent for a student enrolled in grade 6
461	through grade 8.
462	3. Ninety-six percent for a student enrolled in grade 9
463	through grade 12.
464	(b) The maximum amount awarded to a student enrolled in a
465	Florida public school located outside of the district in which
466	the student resides shall be \$750.
467	(c) When a student enters the program, the organization
468	must receive all documentation required for the student's
469	participation, including a copy of the report of the incident
470	received pursuant to subsection (5) and the private school's and
471	the student's fee schedules. The initial payment shall be made
472	after verification of admission acceptance, and subsequent
473	payments shall be made upon verification of continued enrollment

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Payment of the scholarship by the eligible nonprofit

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and attendance at the private school.

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(d)

scholarship-funding organization shall be by individual warrant made payable to the student's parent. If the parent chooses that his or her student attend an eligible private school, the warrant must be delivered by the eligible nonprofit scholarship-funding organization to the private school of the parent's choice, and the parent shall restrictively endorse the warrant to the private school.

- (e) An eligible nonprofit scholarship-funding organization shall obtain verification from the private school of a student's continued attendance at the school for each period covered by a scholarship payment.
- (f) Payment of the scholarship shall be made by the eligible nonprofit scholarship-funding organization no less frequently than on a quarterly basis.
- (g) An organization may use up to 3 percent of eligible contributions received during the state fiscal year in which such contributions are collected for administrative expenses if the organization has operated as an eligible nonprofit scholarship-funding organization for at least the preceding 3 fiscal years and did not have any findings of material weakness or material noncompliance in its most recent audit under s.

 1002.395(6)(m). Such administrative expenses must be reasonable and necessary for the organization's management and distribution of eligible contributions under this section. No funds authorized under this paragraph shall be used for lobbying or

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501 political activity or expenses related to lobbying or political 502 activity. Up to one-third of the funds authorized for 503 administrative expenses under this paragraph may be used for 504 expenses related to the recruitment of contributions from 505 taxpayers. An eligible nonprofit scholarship-funding 506 organization may not charge an application fee. 507 (h) Moneys received pursuant to this section do not 508 constitute taxable income to the qualified student or his or her 509 parent. 510 (12) OBLIGATIONS OF THE AUDITOR GENERAL.-511 The Auditor General shall conduct an annual 512 operational audit of accounts and records of each organization 513 that participates in the program. As part of this audit, the 514 Auditor General shall verify, at a minimum, the total number of 515 students served and transmit that information to the department. 516 The Auditor General shall provide the commissioner with a copy 517 of each annual operational audit performed pursuant to this 518 subsection within 10 days after the audit is finalized. 519 (b) The Auditor General shall notify the department of any 520 organization that fails to comply with a request for 521 information. 522 (13) SCHOLARSHIP FUNDING TAX CREDITS-(a) A tax credit is available under s. 212.1832 for use by 523 524 a taxpayer that makes an eligible contribution to the program.

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Each eligible contribution is limited to a single payment of \$20

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at the time of purchase of a motor vehicle or a single payment of \$20 at the time of registration of a motor vehicle that was not purchased from a dealer. An eligible contribution shall be accompanied by an election to contribute to the program and shall be made by the purchaser at the time of purchase or at the time of registration on a form provided by the Department of Revenue. Payments of contributions shall be made to a dealer, as defined in chapter 212, at the time of purchase of a motor vehicle or to an agent of the Department of Revenue, as designated by s. 212.06(10), at the time of registration of a motor vehicle that was not purchased from a dealer.

- (b) A tax collector or any person or firm authorized to sell or issue a motor vehicle license who is designated as an agent of the Department of Revenue pursuant to s. 212.06(10) or who is a dealer shall:
- 1. Provide the purchaser the contribution election form, as prescribed by the Department of Revenue, at the time of purchase of a motor vehicle or at the time of registration of a motor vehicle that was not purchased from a dealer.
 - 2. Collect eligible contributions.

3. Using a form provided by the Department of Revenue, which shall include the dealer's or agent's federal employer identification number, remit to an organization on or before the 20th day of each month the total amount of contributions made to that organization and collected during the preceding calendar

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551 month.

- 4. Report on each return filed with the Department of Revenue the total amount of credits allowed under s. 212.1832 during the preceding calendar month.
- (c) An organization shall report to the Department of Revenue, on or before the 20th day of each month, the total amount of contributions received pursuant to paragraph (b) in the preceding calendar month on a form provided by the Department of Revenue. Such report shall include the federal employer identification number of each tax collector, authorized agent of the Department of Revenue, or dealer who remitted contributions to the organization during that reporting period.
- (d) A person who, with intent to unlawfully deprive or defraud the program of its moneys or the use or benefit thereof, fails to remit a contribution collected under this section is guilty of theft of charitable funds, punishable as follows:
- 1. If the total amount stolen is less than \$300, the offense is a misdemeanor of the second degree, punishable as provided in s. 775.082 or s. 775.083. Upon a second conviction, the offender is guilty of a misdemeanor of the first degree, punishable as provided in s. 775.082 or s. 775.083. Upon a third or subsequent conviction, the offender is guilty of a felony of the third degree, punishable as provided in s. 775.082, s. 775.083, or s. 775.084.
 - 2. If the total amount stolen is \$300 or more, but less

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576 than \$20,000, the offense is a felony of the third degree, 577 punishable as provided in s. 775.082, s. 775.083, or s. 775.084. 578 3. If the total amount stolen is \$20,000 or more, but less than \$100,000, the offense is a felony of the second degree, 579 punishable as provided in s. 775.082, s. 775.083, or s. 775.084. 580 581 4. If the total amount stolen is \$100,000 or more, the 582 offense is a felony of the first degree, punishable as provided 583 in s. 775.082, s. 775.083, or s. 775.084. 584 (e) A person convicted of an offense under paragraph (d) 585 shall be ordered by the sentencing judge to make restitution to 586 the organization in the amount that was stolen from the program. 587 (14) LIABILITY.—The state is not liable for the award or 588 any use of awarded funds under this section. 589 (15) SCOPE OF AUTHORITY.-This section does not expand the 590 regulatory authority of this state, its officers, or any school 591 district to impose additional regulation on participating 592 private schools beyond those reasonably necessary to enforce 593 requirements expressly set forth in this section. 594 (16) RULES.—The State Board of Education shall adopt rules 595 to administer this section. 596 Section 2. Section 212.1832, Florida Statutes, is created 597 to read: 598 212.1832 Credit for contributions to the Hope Scholarship 599 Program.-

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There is allowed a credit of 100 percent of an

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(1)

eligible contribution made to an eligible nonprofit scholarship-funding organization under s. 1002.40 against any tax imposed by the state and due under this chapter as a result of the purchase or acquisition of a motor vehicle. The credit may not exceed the tax otherwise owed.

(2) For purposes of the distributions of tax revenue under

s. 212.20, the department shall disregard any tax credits allowed under this section to ensure that any reduction in tax revenue received that is attributable to the tax credits results only in a reduction in distributions to the General Revenue Fund. The provisions of s. 1002.40 apply to the credit authorized by this section.

Section 3. The Department of Revenue may, and all conditions are deemed met to, adopt emergency rules pursuant to ss. 120.536(1) and 120.54, Florida Statutes, to administer this act.

Section 4. This act shall take effect upon becoming a law.

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