

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 191 Career and Technical Education
SPONSOR(S): Rep. Jennings
TIED BILLS: **IDEN./SIM. BILLS:** CS/SB 1914

| REFERENCE | ACTION | ANALYST | STAFF DIRECTOR |
|---|----------|---------|----------------|
| 1) Pre-K through 12 (Sub) | 4 Y, 0 N | Carlson | Bohannon |
| 2) Education K-20 | | | |
| 3) Workforce and Economic Development (Sub) | | | |
| 4) Commerce | | | |
| 5) Education Appropriations (Sub) | | | |
| 6) Appropriations | | | |

SUMMARY ANALYSIS

The bill creates a high school career and technical education program that requires:

- Certification of the technical portions by business and industry;
- A strong academic component with all required academic courses above level 2;
- Parental involvement in the identification of the appropriate program of study;
- Student participation in work-based learning experiences;
- Student attainment of specific accomplishments in an industry certified career and technical education program;
- Students to take a core course addressing workplace readiness skills;
- A capstone activity for each student that includes a project related to a career;
- A passing score on the College Entry Level Placement Test; and
- Articulation with postsecondary education.

By July 1, 2008, all vocational programs in high school must meet these requirements as further specified in rules of the State Board of Education. The bill has no effect on high school programs other than vocational or technical programs, nor does it require a high school to have a vocational or technical component. Technical programs in grades 6 through 12 that meet the requirements will be funded at 1.5 times the basic program weight for grades 9 - 12. Beginning in 2008, any technical education course that does not meet the requirements of the bill will not be funded.

A student who completes the program would receive a "career and technical education endorsement" that assures an employer of the student's experience with workplace skills and academic competence.

The bill requires additional qualifications for the school personnel who will coordinate with the business partners and assist the students through the program.

The bill has no fiscal impact in 2003-2004. Beginning in 2008, the fiscal impact will be \$3.5 million.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives.

STORAGE NAME: h0191c.edk.doc
DATE: April 3, 2003

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. DOES THE BILL:

- | | | | |
|--------------------------------------|---|--|---|
| 1. Reduce government? | Yes <input type="checkbox"/> | No <input checked="" type="checkbox"/> | N/A <input type="checkbox"/> |
| 2. Lower taxes? | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 3. Expand individual freedom? | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| 4. Increase personal responsibility? | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 5. Empower families? | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

For any principle that received a “no” above, please explain:

The bill calls for an increase in education funding for career and technical education programs that are industry certified and requires the State Board of Education to promulgate rules to implement the bill’s provisions. The increase in spending and the requirement for new administrative rules is an increase in government.

B. EFFECT OF PROPOSED CHANGES:

Present Situation

In the 1998-1999 school year, Florida high schools reported almost 75,000 full-time-equivalent students for funding in the job preparatory vocational education category, or 11.5 percent of all high school FTE. This was among the highest participation rates in the nation.

At least since 1988, the Department of Education and the Legislature have taken an active role in the attempt to improve the outcomes of high school vocational education and to remove from it the stigma of the “vocational track.” Based on studies initiated by the Rand Corporation and the Southern Regional Education Board, the goal of all the reform efforts has been the same: prepare all students for postsecondary education **and** work. A student should have a choice between two parallel, more equal pathways through high school: a Tech Prep pathway for career and community college-bound students and a pathway for four-year college and university preparatory students. Both pathways should contain the same basic curriculum of demanding college preparatory level courses and should be flexible enough for students to move from one pathway to another.¹

The reforms have as their main goal the integration of vocational and academic education, with the following common components:

- Revise and develop **vocational courses** to teach communication, mathematics, and science.
- Revise and develop **academic courses** to teach concepts from the college preparatory curriculum through functional and applied strategies.
- Recognize that high school vocational education alone does not result in self-sufficiency, and develop **two-plus-two programs** that guarantee a smooth transition to postsecondary education or include part of a postsecondary education during the high school years.

Florida’s major efforts can be divided into four categories, each of which may emphasize one of these components more than others:

¹Southern Regional Education Board, 1992. *Making High Schools Work*, p.7.

1. Blueprint for Career Education

These schools were originally funded by the 1988 Legislature and were designed around the Southern Regional Education Board's original "Ten Steps to Improve High School Vocational Education Programs." All Florida school districts now operate their vocational education programs around those concepts. However, when the Board evaluated several states, it found that Florida's programs still lacked the academic rigor that was associated with success. The Board's report recommended stronger efforts to increase academic proficiency among vocational students, especially to get them to take higher-level courses.

2. Tech Prep

This program, also called two-plus-two, requires an articulation agreement with postsecondary education institutions. In 2000, almost all of Florida's high schools (296 of 298) had at least one tech prep program, and all 28 community colleges and five 4-year universities participated.

3. Career Academies

These schools, created in 1992 by s. 233.068, F.S., are open-enrollment schools-within-schools that prepare students for a common occupational "cluster" -- a group of related occupations that require varying levels of postsecondary education. The Legislature originally funded 30 academies, with an additional 8 funded by the federal School-to-Work program. This section was repealed in the rewrite of the school code in the 2002 Session.

4. High Schools That Work

These schools are the second generation of the Blueprint Schools, designed around the findings of the Rand Corporation and the Southern Regional Education Board. The program must agree to an evaluation based on testing by the National Education Assessment Program (NAEP). Their main focus is integration of academic and career education, a 4-year career plan, and continuation in postsecondary education. In 2002 there were 41 high schools designated High Schools That Work that served over 93,000 students.

Outcome Information

According to data from the Florida Education and Training Placement Information Program (FETPIP), for students graduating in 2000-2001, of the graduates who completed an occupational completion point, 55 percent were found in postsecondary education and 65 percent were found both employed and continuing their education. This is almost the same rate as for all students who received a standard high school diploma. Of those students who received a standard high school diploma 59 percent were found to be continuing in postsecondary education, while only 60 percent were found both working and continuing their education.

Task Force

In the 1998 General Appropriations Act, Specific Appropriation 143 provided funding for a task force to design a comprehensive vocational program that would guarantee academic competency and workforce readiness of all vocational high school graduates. The Commissioner of Education appointed the task force to make recommendations related to a comprehensive vocational program. This bill is designed to implement the task force recommendations.

1999-2000 Pilot Projects

The 1999 Legislature appropriated \$2 million for implementation of 10 technical programs in comprehensive high schools as the task force recommended. One difference from the recommended model was that they did not require 2 years of a foreign language to earn the certificate.

Charter Technical Career Centers currently must provide instruction for at least the number of days required by law for other public schools or community colleges, as appropriate, and may provide instruction for additional days. The number of days of instruction contributes to the determination of the number of FTE served. Each system counts differently. Public schools count FTE on a 180 day, 900 contact hour basis. This usually translates to 75 hours of instruction within a six period day for ½ high

school credit toward graduation. Further, ½ high school credit is usually awarded for a 3 semester credit hour community college course.

Community colleges count FTE on the basis of credits earned. 40 credit hours equals one FTE. Most community college classes last 50 minutes. Each semester lasts 16 weeks. One community college credit therefore equals 13.33 hours of instruction or 40 instructional hours for a 3 credit hour course. This is 35 hours less seat time than the public schools require for the same ½ credit.

The net result is that the public schools usually require students to attend class for the additional time (35 hours) in order to be reported and earn an FTE through the FEFP. Either the school district or the community college must provide space and supervision for the additional 35 hours to the high school students in such a class.

House Bill 191

This bill creates an industry-certified high school vocational education program with specific requirements as discussed below.

By 2008, all vocational programs in high school must meet these requirements as further specified in rules of the State Board of Education. The bill has no effect on high school programs other than vocational or technical programs, nor does it require a high school to have a vocational or technical component. Technical programs in grades 6 through 12 that meet the requirements will be funded at 1.5 times the weight for basic programs for grades 9 - 12. Beginning in 2008, any technical education course that is not part of such a program will not be funded unless it is classified as exploratory, orientation or practical arts.

A student who completes the program would receive a “career and technical education endorsement” that assures an employer of the student’s experience with workplace skills and academic competence.

The bill requires additional qualifications for the school personnel who will coordinate with the business partners and assist the students through the program. The bill requires certification of each vocational area by the relevant business or industry.

The bill specifies that a single calculation must be used to report all FTE at a charter technical career center, regardless of whether the student is a public school or community college student.

The following section-by-section analysis briefly discusses the requirements.

Section 1. Legislative Intent (Creates new section)

Requires each high school to provide a variety of comprehensive, relevant programs of study to meet the needs of students and enable students to reach their career goals. The key components of such programs include: a variety of programs of study that are based on individual educational and career goals, parental involvement, and transition to postsecondary education and employment.

Section 2. Industry certification of technical programs in high schools (Creates new section)

Effective July 1, 2008, each technical program must be industry-certified and each FTE student will generate 1.5 times the program weight for basic programs for grades 9-12 in the Florida Education Finance Program. The Department of Education will adopt rules for program certification and for obtaining business partners and requirements for business and industry involvement in curriculum oversight and equipment procurement. The bill also requires each career and technical program in a high school to have an articulation agreement with one or more appropriate postsecondary institutions to ensure a seamless transition to a related postsecondary program without a loss of credit for the student.

Section 3. Course of Study Requirements for Students (Creates new section)

An industry-certified technical program must enable students to graduate from high school prepared for postsecondary education and employment. These programs require the following:

- Completion of the academic courses required for graduation at level 2 or above (no basic courses).
- Attainment of at least one occupational completion point for industry-certified technical programs, or completion of at least two courses in a technology education program.
- Completion of a one credit core course addressing workplace readiness skills. This course will meet the graduation requirement for practical or performing arts. The course competencies will be specified by State Board of Education rule.
- Participation in work-based learning experiences as defined by State Board of Education rule.
- A capstone activity involving a student project related to a career. The State Board of Education may specify the characteristics of a capstone activity by rule.

A student who completes the technical program, completes the requirements for high school graduation and passes the college entry-level placement test, earns a “career and technical education endorsement” upon graduation.

For each student who receives the endorsement, the school district shall receive incentive funding through the General Appropriations Act. The incentive funds received by the district must be expended on the comprehensive career and technical education program of study.

Section 4. Counselors (Creates new section)

This section addresses the need for guidance counselors to assist implementation of the industry-certified technical programs. It requires guidance counselors in each high school with such a program to complete 12 hours of in-service training in career and technical education every 5 years. The in-service training must emphasize labor-market trends and projections and include a practicum on career awareness. The State Board of Education must revise its rules for certification and recertification of guidance counselors so that they may substitute personal work-based experience for the required classroom instruction. The bill encourages colleges of education not to increase the total number of credit hours required for guidance counselors to complete a program, but to infuse the content of the required course into other courses.

Sections 5. Career and Technical Education (Amend s. 1003.491, F.S.)

Requires each school board and superintendent to direct the smooth transition of high school vocational programs to industry-certified programs. Requires the articulation of career and technical education curriculum programs with corresponding postsecondary programs.

Section 6. Florida Education Finance Program (Amends s. 1011.62, F.S.)

Provides that a full-time equivalent student in an industry-certified secondary career and technical education program shall generate funding at 1.5 times the basic cost factor for grades 9-12 and that, effective July 1, 2008, students in any other job preparatory course generate no state funding unless the course is classified as exploratory, orientation, or practical arts and is also funded in the General Appropriations Act. The bill amends Group 2 calculations for students in exceptional student education programs, English for Speakers of Other Languages programs, and all career and technical programs to be calculated on grades 6-12 rather than 7-12. The “career and technical education endorsement” authorized for student diplomas is added to the list of programs that may receive categorical incentive funding.

Section 7. Career Specialists (Amends s. 1012.01, F.S.)

Changes a reference under the definition of “Instructional Personnel” to “career specialists” rather than “occupational/placement specialists.”

Section 8. OPPAGA Study

Requires the Office of Program Policy Analysis and Government Accountability to conduct a study to determine if career and technical education programs should have differentiated funding weights. The study is to be completed by January 1, 2004.

Section 9. Provides effective date of July 1, 2003.

C. SECTION DIRECTORY:

Section 1. Provides legislative intent.

Section 2. Provides that career and technical programs within high schools must be industry-certified.

Section 3. Provides for career and technical education course of study requirements.

Section 4. Provides for inservice programs for guidance counselors and career specialists.

Section 5. Amends s. 1003.491, F.S., relating to career and technical education.

Section 6. Amends s. 1011.62, F.S., relating to funds for operation of schools.

Section 7. Amends s. 1012.01, F.S., relating to student personnel services definitions.

Section 8. Requires OPPAGA to conduct a study of differentiated funding weights for career and technical education programs.

Section 9. Provides effectiveness date of July 1, 2003.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues: None.

2. Expenditures: The Department of Education reports that there would be no fiscal impact for 2003-2004. The impact in future years would be dependent on OPPAGA recommendation and the number of students completing requirements for endorsement during the 2003-2004 school year. If the 1.5 FTE weighted funding is authorized, the fiscal impact for the first year of implementation would be \$3.5 million.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues: The Department of Education reports that there would be no fiscal impact for 2003-2004, and that the impact on future years would be dependent on the OPPAGA recommendation and performance funding for the number of students completing requirements for endorsement during the 2003-2004 school year.

2. Expenditures: School districts would need to invest in the upgrading of programs, faculty and equipment to meet industry-certification requirements. If weighted funding is recommended by OPPAGA, proposed revenue increases should offset the required expenditures.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR: None.

D. FISCAL COMMENTS: None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision: The bill does not require a city or county to spend funds or to take any action requiring the expenditure of funds.

2. Other: None.

B. RULE-MAKING AUTHORITY: The bill requires the State Board of Education to promulgate rules to effectuate the bill's provisions. The State Board will incur costs associated with these rulemaking requirements.

C. DRAFTING ISSUES OR OTHER COMMENTS: None.

IV. AMENDMENTS/COMMITTEE SUBSTITUTE CHANGES

None.