

SENATE STAFF ANALYSIS AND ECONOMIC IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

BILL: CS/CS/SB 1914

SPONSOR: Governmental Oversight and Productivity Committee, Education Committee and Senator Bennett

SUBJECT: Career and Technical Education

DATE: April 9, 2003 REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Woodruff	O'Farrell	ED	Fav/CS
2.	Wilson	Wilson	GO	Fav/CS
3.	_____	_____	AED	_____
4.	_____	_____	AP	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

I. Summary:

The bill creates a high school vocational education program that requires:

- C Certification of the technical portions by business and industry;
- C A strong academic component with all required academic courses above level 2;
- C Parental involvement in the identification of the appropriate program of study;
- C Student participation in work-based learning experiences;
- C Student attainment of specific accomplishments in an industry certified career and technical education program;
- C Students to take a core course addressing workplace readiness skills;
- C A capstone activity for each student that includes a project related to a career;
- C A passing score on the College Entry Level Placement Test; and
- C 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 a level to be determined following the completion of two studies. Beginning in 2008, any technical education course that is not part of such a program 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 specifies how a charter technical career center's student membership enrollment must be calculated. The charter agreement is to specify which delivery system (public school or community college) will determine how student contact hours will be counted to determine a full-time-equivalent (FTE). The bill states that only one method of counting students will be used at a center and both systems will report FTEs using that method.

The bill amends sections 1002.34, 1003.491, 1011.62, and 1012.01 of the Florida Statutes. The bill creates four undesignated new sections of the Florida Statutes and requires the Office of Program Policy and Governmental Accountability to conduct a study and report by January 1, 2004.

II. Present Situation:

In the 1998-1999 school year, Florida high schools reported almost 75,000 FTE students for funding in the job preparatory vocational education category, or 11.5 percent of all high school FTEs. 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*.¹ 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. The student should have a choice of **two** parallel, more equal pathways through high school -- a Tech Prep pathway for career and community college-bound students and a parallel 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.²

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

- C Revise and develop *vocational courses* to teach communication, mathematics, and science.
- C Revise and develop *academic courses* to teach concepts from the college preparatory curriculum through functional and applied strategies.
- C 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. Each type of school includes all three components. Following is a brief description of the four categories.

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

Blueprint for Career Education -- ABlueprint Schools@

These schools were originally funded by the 1988 Legislature and were designed around the Southern Regional Education Board's original ATen 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.

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.

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 Acluster@-- 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.

High Schools That Work

These schools are the Asecond 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 (see table).

2000-2001 Florida Public High School Graduates*

	Total	Continuing Education	Found in Employment	Found in Both Employment & Continuing Education
Students Receiving a Standard High School Diploma	103,248	59 percent	54 percent	60 percent
Students Graduating with at Least One Occupational Completion Point	19,480	55 percent	62 percent	65 percent

*Source: Florida Education and Training Placement Information Program

These data provide evidence that Florida's decade-long effort may be paying off. Additional information, however, indicates a need to continue the reform effort. Data provided by the Florida Chamber of Commerce show that the members of the business community are not satisfied with the quality of Florida's workforce. Workforce development is the top issue facing these businesses, and many executives say high school graduates do not possess the basic skills needed to function at work. When surveyed about specific employees who have completed vocational programs, employers are generally satisfied with their technical skills but less satisfied with their academic skills.

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. Forty credit hours equal 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.

III. Effect of Proposed Changes:

This bill creates a 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 a fraction or a multiple of the weight for basic programs for grades 9-12 subject to the completion of and recommendations from two separate studies. Beginning in 2008, any technical education course that is not part of such a program 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 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)

The intent language lists three components of high school programs: 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 obtaining business partners and requirements for business and industry involvement in curriculum oversight and equipment procurement.

Section 3. 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 assurances incur the following requirements of students:

1. Completion of the academic courses required for graduation. All courses at level 2 or above (no basic courses).
2. Attainment of at least one occupational completion point for industry-certified technical programs, or completion of at least three courses in a technology education program.
3. 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 adopted in rule by the Department of Education.
4. Participation in work-based learning experiences as defined by State Board of Education rule.
5. A capstone activity involving a student project related to a career. The State Board of Education may specify by rule the characteristics of a capstone activity.

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.)

Responsibilities of school boards and superintendents - 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, subject to appropriation, at a fraction or a multiple of 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 funding.

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

Changes a reference under "Instructional Personnel" to career specialists rather than the current occupational/placement specialists.

Section 8. 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. Charter technical career centers (Amends s. 1002.34, F.S.)

Specifies that one method of calculating FTE shall be used at a charter technical career center and that method shall be accepted by both delivery systems (public schools and community colleges) as meeting the FTE calculation requirements.

Section 10. Provides an effective date

The bill takes effect July 1, 2003.

IV. Constitutional Issues:**A. Municipality/County Mandates Restrictions:**

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Economic Impact and Fiscal Note:**A. Tax/Fee Issues:**

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The following analysis indicates the impact of the bill in its first amended form as it passed the Education Committee. It is provided only for comparative purposes to distinguish it from its subsequently amended version.

The 2002 General Appropriations Act set the basic program weight for grades 9-12 at 1.122. The actual weight for Vocational Education programs in grades 7-12 are 1.186 for 2002-2003.

Exploratory Program Cost: The bill would reclassify sixth grade exploratory program students. These students are currently funded at the basic weight of 1.000. As vocational students in 2002-2003, they would have been weighted at 1.186. Information is not currently available to identify the number of students enrolled in sixth grade exploratory programs and who would be reclassified. Using the 2002-2003 base student allocation (BSA) and weights, the additional cost per FTE can be determined. The current weight of these programs is 1.000. Using the 2002-2003 base student allocation (BSA) of \$3,537.11, each FTE would earn \$3,537.11. The new weight would be 1.186 times the BSA or \$4,195.01. The bill's additional cost for this change would be \$657.90 per FTE.

Industry-Certified Program Cost: The proposed cost of the bill is determined as follows. The projected enrollment for 2003-2004 in vocational programs is 79,161.53. The bill would weight these FTEs at 1.683. The result is 133,228.85 weighted FTE. Using the 2002-2003 base student allocation (BSA) of \$3,537.11, the bill's cost for this program would be \$471,245,116.

The current cost to fund the vocational programs would be calculated as follows. The projected enrollment for 2003-2004 in vocational programs is 79,161.53. The current weight for these FTE is 1.186. The result is 93,885.57 weighted FTE. Using the 2002-2003 base student allocation (BSA) of \$3,537.11, the current cost for this program would be \$332,083,605. Because of the higher weight assigned to the industry-certified programs in the bill, the net impact of the bill would be an additional cost to the state of approximately \$139.2 million.

If OPPAGA recommends the 1.5 weighted funding for these programs, the Department of Education estimates that the cost for the first year of implementation would be approximately \$3.5 million.

“Career and technical education endorsement incentive program:” The bill would allow the Legislature to appropriate incentive funding to high schools for each student who successfully completes a comprehensive technical program of study and receives a “career and technical education endorsement” on his or her diploma. Whether the

Legislature would choose to fund such an incentive program or the level at which it might be funded is unknown and therefore the fiscal impact is undetermined.

Charter Technical Career Center FTE Calculation: Adopting the community college method of calculating FTE at a charter technical career center will decrease the number of hours of instruction/supervision received by a public school student enrolled in a dual enrolled course. If the level of funding for such courses remains the same, the cost per hour of instruction will increase.

The above amounts are contingent on appropriation and will themselves be subject to the bill's two requirements for studies to determine what the appropriate weights should be. As a result there is no immediate fiscal impact that could be considered self-executing and determinative of future appropriations levels. To that extent, the bill provides a policy statement on the need for this program, allocates its components, sets general benchmarks for its funding, and directs the completion of studies to make specific funding recommendations to another legislature.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Amendments:

None.

This Senate staff analysis does not reflect the intent or official position of the bill's sponsor or the Florida Senate.
