

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/SB 1452

SPONSOR: Education Committee and Senator Bennett

SUBJECT: Career and Technical Education

DATE: April 21, 2004 REVISED: _____

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

I. Summary:

The Committee Substitute specifies how a charter technical career center's student membership enrollment must be calculated. The charter agreement is to specify which of the delivery systems (public school or community college) will determine how student contact hours will be counted to determine a full-time-equivalent (FTE). The Committee Substitute states that only one method of counting students will be used at a center and both systems will report student FTEs using that method.

The Committee Substitute establishes requirements for a student to receive a career education certification on his or her diploma. The certification is designed to indicate that a student is prepared for both postsecondary education and the workplace.

Industry-Certified Career Education Programs - provides for career education programs to be coordinated with industry. Requires the Department of Education to conduct two studies on industry-certified career education programs to determine: 1) the effect on student performance and, 2) whether there is a need for cost factors for such programs and if there is a need for start-up funding.

Guidance Services - requires an annual district guidance report and specifies the content of the report.

Workforce Development Funding - removes language requiring the use of the Workforce Development Education Fund from statute to conform with the budget transfer of the remaining adult and career education portion of the workforce budget to the school district budget. The amendment would require the Department of Education to develop comparable processes for

funding and reporting data from workforce education programs conducted by school districts and community colleges.

Apprenticeships - requires a joint study by the Agency for Workforce Innovation (AWI) and the Council for Education Policy Research and Improvement (CEPRI) on the need for new and expanded apprenticeship programs.

Comprehensive Study on Workforce Education - requires a study group to be appointed by the Commissioner of Education to make recommendations on funding and allocation models, improvements to articulation, implementation of innovative programs for high school and postsecondary workforce education, and improvements to guidance counseling.

The majority of the changes made in the Committee Substitute are changes in nomenclature. For example, references to “vocational and technical” education in current law are changed to “career” education.

The Committee Substitute amends sections 1002.34, 1003.491, 1009.22, 1011.80, 1011.83, and 1012.01 and creates three new sections of the Florida Statutes.

The Committee Substitute also amends sections 20.18, 110.1099, 112.19, 112.191, 112.1915, 238.01, 250.10, 250.482, 288.047, 288.9511, 292.05, 292.10, 295.02, 295.125, 339.0805, 364.508, 376.0705, 380.0651, 402.305, 402.3051, 403.716, 414.0252, 420.0004, 420.524, 420.602, 440.16, 443.171, 445.003, 445.004, 445.009, 445.012, 445.0123, 445.024, 445.049, 446.011, 446.052, 446.22, 475.17, 475.451, 475.617, 475.6175, 475.618, 475.627, 494.0029, 509.302, 553.841, 790.06, 790.115, 810.095, 943.14, 948.015, 948.09, 958.12, 985.03, 985.315, 1000.04, 1000.05, 1001.42, 1001.44, 1001.452, 1001.453, 1001.64, 1002.01, 1002.20, 1002.22, 1002.38, 1002.42, 1003.01, 1003.02, 1003.43, 1003.47, 1003.51, 1003.52, 1004.02, 1004.04, 1004.07, 1004.54, 1004.65, 1004.73, 1004.91, 1004.92, 1004.93, 1004.98, 1005.02, 1005.06, 1005.21, 1006.035, 1006.051, 1006.21, 1006.31, 1007.21, 1007.23, 1007.24, 1007.25, 1007.27, 1007.271, 1008.37, 1008.385, 1008.405, 1008.41, 1008.42, 1008.43, 1008.45, 1009.23, 1009.25, 1009.40, 1009.532, 1009.533, 1009.536, 1009.55, 1009.61, 1009.64, 1009.98, 1010.20, 1010.58, 1011.62, 1011.68, 1012.01, 1012.39, 1012.41, 1012.43, 1013.03, 1013.31, 1013.64, and 1013.75, Florida Statutes, to conform to the name change to career education.

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 effort 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. 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.”¹

All of the reforms have as their main effort 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. Each type of school includes all three components. Following is a brief description of the four categories.

Blueprint for Career Education -- Blueprint Schools:

These schools were originally funded by the 1988 Legislature and were designed around the Southern Regional Education Board’s (SREB) 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.

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 section 233.068, Florida Statutes, 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.

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

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 in Florida.

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. (An occupational completion point means the occupational competencies that qualify a person to enter an occupation that is linked to a career and technical program.) 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.

1998 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 which made recommendations related to a comprehensive vocational program.

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: 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 provided to the high school students in such a class.

III. Effect of Proposed Changes:

The following section-by-section analysis briefly discusses the requirements of the Committee Substitute.

Section 1. Charter Technical Career Center Funding (Amends section 1002.34, Florida Statutes): 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. The method of calculation must be defined in the charter agreement.

Section 2. Career Education Certification on Diploma (Creates new section): - Establishes requirements for a student to receive a career education certification on his or her diploma.

The certification is designed to indicate that a student is prepared for both postsecondary education and the workplace.

Following are the requirements for a student to earn a career education certification:

- Completion of the requirements for high school graduation as provided in section 1003.429 or section 1003.43.
- Achieve a passing score on the college entry-level placement test high enough that the student does not require college preparatory or vocational preparatory instruction.
- Completion of a comprehensive career education program of study which requires:
 - All courses for graduation must be at level 2 or above (no basic courses).
 - Attainment of one occupational completion point in an industry-certified career education program or completion of two courses in a technology education program.
 - Completion of a one credit core course addressing workplace readiness skills which shall meet the graduation requirement for practical or performing arts.
 - Participation in work-based learning experiences.
 - A capstone activity involving a student project related to a career.

The State Board of Education is charged with adopting rules to establish the requirements of the workplace readiness skills course, the work-based learning experience, and the capstone activity. For each student who receives the certification, the school district may receive incentive funding contingent upon such funding being provided in the General Appropriations Act. All such incentive funds received by the district must be expended on the comprehensive career and technical education program of study.

Section 3. District Participation (Amends section 1003.491, Florida Statutes) - A school district is not required to offer a comprehensive career education program, but if the school district chooses to offer the program the district school board and superintendent shall implement all components of such a program.

Section 4. Industry Certified Career Education (Creates new section): One of the requirements to attain a career education certification is that a student must complete an occupational completion point in an industry-certified career education program. Industry-certified career education programs must be coordinated with the appropriate industry to ensure that all components of the program are relevant and appropriate to prepare the student for further education or for employment in that industry.

The Committee Substitute requires the State Board of Education to adopt rules to implement the certification process, including procedures for obtaining appropriate business partners and requirements for business and industry involvement in curriculum oversight and equipment procurement.

The Department of Education shall identify industry-certified programs that are currently operating and perform a study on the performance of participating students. Performance factors examined will include graduation rates, retention rates, additional educational attainment, employment records, earnings, and industry satisfaction. The Department will also study the need for a cost factor or start-up funding for industry-certified programs. Both studies are to be

completed by December 31, 2004, and submitted to the President of the Senate and the Speaker of the House of Representatives.

Sections 5. Guidance Services (Creates new section): Each district school board is required to annually submit a district guidance report to the Commissioner of Education. Content of the report is specified in the Committee Substitute. The Department of Education is required to assist districts in preparing the report.

Section 6. Career and Technical Education (Amends section 1012.01, Florida Statutes): Renames occupational/placement specialists as career specialists.

Section 7. Funding Process for Career Education Programs (Amends section 1011.80, Florida Statutes): Amendments in this section:

- Correct cross references and change language to reflect changes in terminology.
- Eliminate references to the Florida Workforce Development Education Fund.
- Provide a methodology for distribution of workforce funds when the General Appropriations Act does not.
- Require the Department of Education to develop a funding process for school district workforce education programs.
- Establish reporting requirements for school district workforce education programs.

Sections 8 and 9. Changes in Terminology (Amends sections 1009.22 and 1011.83, Florida Statutes): The Committee Substitute changes references to “workforce development programs” to “workforce education programs” and deletes references to the Workforce Development Education Fund.

Section 10. Joint Study by the Agency for Workforce Innovation and the Council for Education Policy Research and Improvement: The Committee Substitute requires the Agency for Workforce Innovation and the Council for Education Policy Research and Improvement to jointly conduct a study on the need for new and expanded apprenticeship and other workforce education programs within each workforce region. The study is to be completed by December 31, 2004.

Section 11. Workforce Education Study Group: The Committee Substitute requires the Commissioner of Education to convene a study group to investigate issues related to workforce education in Florida. The study group is to report its findings to the Commissioner and the State Board of Education on or before October 1, 2004. In turn, the Commissioner is to report a summary of the conclusions of the study group and recommended funding and statutory changes to the Governor and Legislature on or before December 1, 2004. Membership of the study group and issues upon which recommendations are to be made by the study group are specified in this section.

Sections 12 through 138. Nomenclature: The Committee Substitute changes references to “vocational and technical” education in current law to “career” education. Some of these specific changes include:

- “Vocational and technical programs” are changed to “career programs.”
- “Vocational-technical certificates” are changed to “career certificates.”
- “Vocational-technical schools” are changed to “career institutes.”
- “Vocational-technical training” is changed to “career training.”
- “Area technical centers” are changed to “career institutes.”
- “Technical institutes and vocational schools” are changed to “career institutes.”
- “Vocational-technical facilities” are changed to “career institute facilities.”
- “Vocational-technical centers” are changed to “career institutes.”
- “Vocational-directed” is changed to “career-directed.”
- “Vocational education” is changed to “career education.”
- “Technical centers” are changed to “career centers.”
- “Vocational schools” are changed to “career institutes.”
- “Vocational work-related programs” are changed to “career-related programs.”
- “Vocational-preparatory” is changed to “career-preparatory.”
- “Technical credit” is changed to “career credit.”

Section 139. Effective Date: The effective date for the Committee Substitute is July 1, 2004.

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:

Industry-Certified Program Cost: The proposed cost of this provision of the Committee Substitute is currently indeterminate. Start-up costs to initiate and provide equipment for an industry-certified program will vary by program and by the resources already available in a district.

The Committee Substitute requires the Department to determine if career education programs should have a cost factor applied to those programs. Should the study find that a lower cost factor should be assigned to these programs than is currently assigned, then the cost to offer the program would be less. Should the study find that a higher cost factor should be assigned to the programs, then the cost of the programs will be greater than the current cost. In either case, no change should occur until the Legislature would act to implement such a recommendation.

“Career Education Certification on Diploma” incentive program: The Committee Substitute would allow the Legislature to appropriate incentive funding to districts for each student who earns a Career Education Certification 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.

Required Studies and Reports: The Committee Substitute requires the Department of Education to complete two studies. It requires a joint study and report by the Agency for Workforce Innovation and the Council for Education Policy Research and Improvement on the need for new and expanded apprenticeship and other workforce education programs. The Committee Substitute also requires the Commissioner to establish a study group to investigate issues related to workforce education including possible changes in the way workforce education is funded. Additional funding to conduct these studies and compile the reports is not provided in the Committee Substitute.

Except for the possible impact of changes resulting from reclassifying the FTE at the Charter Technical Career Center, there is no immediate fiscal impact that could be considered self-executing and determinative of future appropriations levels for the state.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Amendments:

None.