

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.)

Prepared By: Education Committee

BILL: CS/SB 2138

SPONSOR: Education Committee and Senator Baker

SUBJECT: Career Education

DATE: April 26, 2005

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Woodruff	O'Farrell	ED	Fav/CS
2.	_____	_____	CM	_____
3.	_____	_____	EA	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

I. Summary:

The Committee Substitute expresses the intent of the Legislature to require added rigor and relevance to the high school curriculum. It requires the Department of Education to review the Sunshine State Standards for high school to ensure the curriculum results in students leaving high school who are prepared for both postsecondary education and for the workplace. The Commissioner is to submit recommendations on changes necessary to achieve that goal to the Governor and Legislature.

The Committee Substitute stresses instructional relevance. The department must review teaching practices and recommend approaches to all teacher-preparation pathways to ensure future teachers can deliver relevant and rigorous instruction.

The Committee Substitute defines the term Career and Professional Academy and specifies it must use rigorous and relevant instruction, may only be offered by a school district or collaborating districts, but may be a single program at a school, a school within a school, or a technical high school.

The Committee Substitute would allow students in a career and professional academy to have first priority for enrolling in a qualifying career or professional course offered by the Florida Virtual School if the academy does not offer the course itself, and encourages middle schools to coordinate curricula with career and professional academies.

The Committee Substitute requires each public school district to document that every student has used existing free computerized and web-based career planning tools for career planning and exploration.

The Committee Substitute also requires that by December 31, 2005, the Department of Education must conduct and complete an articulation audit to determine how high school students can get the maximum postsecondary credit for the coursework taken.

This Committee Substitute creates section 1003.416, Florida Statutes, and substantially amends sections 1006.02 and 1006.025, Florida Statutes.

II. Present Situation:

According to the Department of Education, much of the Committee Substitute reflects the recommendations of the Career Education Task Force chaired by the Lt. Governor and composed of school superintendents, community college presidents, university presidents, the chancellors of K-12, Community College and Workforce Education, and Universities within the Department of Education, representatives of private education, Workforce Florida, Inc, the Agency for Workforce Innovation, Enterprise Florida, and business and industry leaders. The portion relating to Career and Professional Academies reflects recommendations of the Council for Education Policy, Research and Improvement.

Section 1. The Committee Substitute creates a new section of the Florida Statutes. There is no present statutory language to compare the new language against; therefore comments are organized in the order of the Committee Substitute to describe current situations the new statutory language addresses.

Purpose and Intent

According to the Final Report of the Career Education Study Task Force, the work of the Task Force represented the twelfth study done of the Workforce Education system since December, 1998. Conducted by the Council for Education Policy, Research, and Improvement (CEPRI) and the Office of Program Policy Analysis and Government Accountability (OPPAGA), the twelve reports have addressed various aspects of the effectiveness of the workforce education system including funding, apprenticeship, and adult education. However, the recurring themes which emerged throughout this published research were: (1) the critical importance of career education to Florida's students and to Florida's economic development and (2) the need to recognize and support the significant value of workforce education.

The value of secondary and postsecondary career education is reflected in some of the findings presented in CEPRI's January, 2004 study. In that study, information was presented that, of every ten ninth graders, three students drop out and three of the remaining seven do not pursue additional education, leaving only four (40 percent) that attend college. The CEPRI study concludes that the six students (a full 60 percent) who do not go to college would receive significant benefit from career education programs in the middle and high school years.¹ An outcome of the discussions of the Career Education Study Task Force members was an extension of this concept to include the belief that all students are able to benefit from career and

¹ A New Emphasis And Funding Methodology For Adult And Career Education: Report and Recommendations, January 2004, page 7; <http://www.cepri.state.fl.us/project%20index%20by%20year.html>

professional education. The following findings from the same report further substantiate the personal and economic impact of secondary and postsecondary workforce education programs.

1. With high-quality skilled training, high school graduates significantly improve their earnings potential.
2. Skilled workers with one or two years of postsecondary career-technical training will be in great demand in Florida for the foreseeable future.
3. The education and training needs of Florida's citizens cannot be met if the state's primary focus is on bachelor's degree production.
4. Despite the enormous need for career education and training, the state's priority is often mainly focused on the college preparatory track.
5. Over 60 percent of the projected job growth in Florida through 2010 will be in occupations requiring postsecondary education and training but not a bachelor's degree.
6. Nine of the top ten fastest growing jobs in Florida over this period will require an associate's degree or a postsecondary vocational certificate.²

This section of the Committee Substitute mirrors one of the guiding principles of the Career Education Task Force, "All students should graduate from high school fully capable of entering and being successful in the workplace, further career and professional education, and/or postsecondary degree programs."

Curricula and Courses

The Sunshine State Standards are the basis for course descriptions, development and state adoption of instructional materials, assessment, the Florida Course Code Directory and Instructional Personnel Assignment, district curriculum guidance, academic advisement, and classroom instruction. According to the Department, it is in the process of reviewing all of the Sunshine State Standards in terms of rigor and relevance. The departmental review will offer opportunities for stakeholders to provide input and recommendations.

Instructional Relevance

According to the Department of Education, it has already contracted to provide staff development for teachers and staff in both the K-12 arena and workforce education focusing on strategies to achieve rigor and relevance.

Career and Professional Academies

According to the Department of Education, the two major choices for schools to provide career education currently are magnet schools and career academies. In general, career academies offer instruction which focuses on academic instruction tied to a career theme. Participating students may fulfill requirements for college credit while learning how their academic courses relate to something outside the high school. Although the state has not yet adopted requirements for an educational entity to use the term career academy, there are national organizations which have developed suggested criteria for such use. Among these organizations is the National Career Academy Coalition which suggests a career academy should include:

²Career Education Task Force – Final Report: December 8, 2004, Background Information, page 7;
http://www.flcareeredstudy.org/ces_report.htm

- a small learning community, comprised of a group of students within the larger high school, who take classes together for at least two years, and are taught by a team of teachers from different disciplines;
- a college preparatory curriculum with a career theme, enabling students to see relationships among academic subjects, and their application to a broad field of work; and
- partnerships with employers, the community, and local colleges, bringing resources from outside the high school to improve student motivation and achievement.³

In September of 2004 the Florida Council for Education Policy, Research and Improvement (CEPRI) released a report entitled *Career and Professional Education: Preparing Florida's Students for the Knowledge Economy*. Among CEPRI's recommendations, several relate directly to changes in student preparation which would result in more students being better prepared both academically and vocationally. These changes include the establishment of Career and Professional (CAP) Academies, (a new term CEPRI uses to differentiate from the traditional career academy), which require a small learning community, high standards for **all** students, a rigorous and relevant curriculum with a career theme, effective and extensive career guidance and counseling, and partnerships with employers, the community, and higher education. CEPRI also proposes that middle school students master Algebra I and that no general mathematics courses be offered to high school students.⁴ Interestingly, the Palm Beach County School Board has initiated a requirement for the 2005-2006 academic year that all eighth graders be taught Algebra I.

Section 2. Section 1006.02 (1), F.S., Information to Parents and Students

Current statutory language requires that all K-12 schools document the manner in which they have prepared students to enter the workforce. The information may be provided annually through inclusion in the school's handbook, manual, or other documents or communications regularly provided to parents and students. There is not a requirement to provide access to electronic career planning tools. All high schools and middle schools have free on-line access to Florida Choices and the Florida Career Information Delivery System, and may also request the program in a Compact Disc (CD) version. Some high schools prefer the CD version as they do not have enough computer labs with internet capability. The CD is provided free upon request. The middle school software, "Career Futures" is not provided free, but is available through the Department of Education Products Catalog. The Florida Academic Counseling and Tracking System, FACTS.org, is available to all students on-line.

Section 2 of the Committee Substitute reflects recommendation number five of the Career Education Task Force, "Career Guidance and Counseling should be stressed in middle school and continue through high school."

³ National Career Academy Coalition: Academies: What They Are
<http://www.ncacinc.org/37583743022954/site/default.asp>. Copyright ©2002-2005 Schoolwires, Inc.

⁴ Council for Education Policy, Research and Improvement, *Career and Professional Education: Preparing Florida's Students for the Knowledge Economy*, Tallahassee, FL., 2004.

Section 3. Section 1006.025, F.S., Guidance Services

Section 1006.025, Florida Statutes, was enacted by the 2004 Legislature to require an annual school district guidance report which must include information about the actions taken to provide information to students for the school-to-work transition.

Section 4. Articulation Audit for Postsecondary Vocational Education

There is no current requirement for an articulation audit for postsecondary vocational education to determine how many or which vocational courses will articulate with postsecondary programs, or be counted for postsecondary credit at a postsecondary institution. Likewise, there is no guarantee for the transferability of vocational or technical credits from one postsecondary institution to another.

Section 5. Florida Education Finance Program Weights

The Florida Education Finance Program uses program cost factors to “weight” student enrollment in programs. For the 2004-2005 fiscal year, the General Appropriations Act assigned the following “weights” to public school programs:

- Basic Programs
 - A. K-3 Basic 1.012
 - B. 4-8 Basic 1.000
 - C. 9-12 Basic 1.132

- Programs for Exceptional Students
 - A. Support Level 4 3.948
 - B. Support Level 5 5.591

- English for Speakers of Other Languages 1.302

- Program for Grades 9-12 Vocational Education 1.187

Because the Legislature was concerned that the vocational weight did not accurately reflect the high cost of some of the more expensive vocational courses, the Legislature directed the Department of Education (Chapter 2004-357, Laws of Florida, Section 4(4).) to conduct a study to determine if a cost factor should be applied to industry-certified career education programs and to review the need for start-up funding for the programs.

Section 6. Career and Professional Academies

The establishment of Career and Professional Academies is a recommendation of CEPRI. Although the implementation of the academies is not proposed on a pilot basis, if school districts choose to initiate the academies, the state may want to monitor the implementation. A study involving the school districts’ implementation of such academies might benefit from the background and expertise of CEPRI to monitor and assess that implementation.

III. Effect of Proposed Changes:

Section 1:

Creates section 1003.416, Florida Statutes, to provide the following:

(1) Purpose and Intent

The stated purposes are to:

- Provide added focus and rigor to academics in the high school so that all students graduate from high school ready for postsecondary education and work.
- Assure that every high school student receives rigorous academic instruction through challenging curricula delivered with relevance to application in unpredictable settings, by highly qualified teachers in small-school or school-within-a-school environments, and which is supported by informed parents and engaged postsecondary education, business, and community partners.

(2) Curricula and Courses

The curricula and courses portion of the Committee Substitute requires:

- The Department of Education to review the Sunshine State Standards for high school to ensure the standards incorporate the appropriate rigor and relevance. Students should leave high school prepared for both postsecondary education and the workplace.
- The Commissioner of Education to make recommendations regarding changes to high school standards and curricula based on research-proven effective programs.
- The State Board of Education to adopt rules based upon the Commissioner's recommendations no later than March 1, 2006.
- The Department of Education to review current high school graduation requirements and course enrollments of high school students to determine the effect of increasing high school graduation requirements to include four credits in math and science and eliminating the options for satisfying the Algebra I requirement.
- By December 1, 2006, the Commissioner of Education to submit recommendations to increase the academic rigor of high school graduation requirements for implementation, to be phased in beginning by the 2008-2009 school year.

(3) Instructional Relevance:

- The Department must review teaching practices and recommend pedagogy in all teacher-preparation pathways to ensure future teachers are able to deliver rigorous instruction in a relevant manner.
- The Department is required to create professional development for current teachers that focuses on moving students from the early learning stage of awareness to higher learning stages of analysis, adaptation, and application of knowledge.

(4) Career and Professional Academies:

The Committee Substitute defines the term Career and Professional Academy and specifies that an academy must use rigorous and relevant instruction. A career and professional academy may only be offered by a school district or collaborating districts, but an academy may be a single program at a school, a school within a school, or a technical high school.

Instruction at a career and professional academy is to stress:

- the relevance of the subject matter
- work habits and ethics
- multiple styles of student learning

Specific criteria must be met to qualify as a career and professional academy:

- Must have rigorous and relevant instruction
- Have one or more business partners
- Have one or more postsecondary institutions as a partner and requires articulation of coursework and the granting of postsecondary credit to students
- Have a targeted career focus
- Have eligibility criteria for student admission
- Use state of the art equipment

The Committee Substitute would allow students in a career and professional academy to have first priority for enrolling in a qualifying career or professional course offered by the Florida Virtual School if the academy does not offer the course itself.

The CS encourages middle schools to coordinate curricula with career and professional academies.

(5) Authorizes the State Board of Education to:

- Adopt rules pursuant to sections 120.536(1) and 120.54, F.S., to implement the provisions of this section.
- Enforce the provisions pursuant to section 1008.32, F.S.

Section 2:

Section 1006.02, Florida Statutes, (provision of information to students and parents regarding school-to-work transition.) is amended to require each public school district to document, as part of their guidance report, that every student has used existing free computerized and web-based career planning tools provided by the Department of Education to introduce each middle and high school student to the career planning process and career exploration.

Section 3:

Section 1006.025(2)(f), Florida Statutes (guidance services) is amended to require the annual guidance report submitted by each school district to include documentation that every middle and high school student has used existing free computerized and web-based career planning tools provided by the Department of Education.

Section 4:

Requires the Department of Education to conduct an articulation audit for postsecondary vocational education to be completed by December 31, 2005, which:

- Focuses on courses and programs within the Enterprise Florida targeted industry sectors for economic development.
- Identifies specific areas of improvement needed to maximize credit given to public postsecondary students.

- Identifies local articulation agreements that could be replicated statewide.

Section 5:

Requires the Department of Education to identify whether there is a need for cost categories in the FEFP for courses or programs in career education within the career and professional academies. If the department determines there is a need to weight enrollment in such courses or programs. It is to submit its recommendations to the Governor and Legislature by December 1, 2005.

Section 6:

Requires CEPRI to monitor and study the implementation of career and professional academies in the state. CEPRI is to report its findings to the Governor and Legislature by December 1, 2007.

Section 7: The Committee Substitute's effective date is July 1, 2005.

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:

A student who participates in a rigorous and relevant academic curriculum should be better prepared to enter the workforce or to continue in postsecondary education.

C. Government Sector Impact:

According to the Department of Education, school districts will incur costs to implement the requirement that all middle and high school students are exposed to the free computerized and web-based career planning tools that are available.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

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

VIII. Summary of Amendments:

None.

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