

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 513 CS Career and Professional Academies
SPONSOR(S): Bilirakis
TIED BILLS: **IDEN./SIM. BILLS:** SB 1480

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR
1) <u>Community Colleges & Workforce Committee</u>	<u>6 Y, 0 N, w/CS</u>	<u>Thomas</u>	<u>Ashworth</u>
2) <u>Education Appropriations Committee</u>	<u>13 Y, 0 N</u>	<u>Hamon</u>	<u>Hamon</u>
3) <u>Education Council</u>	<u></u>	<u></u>	<u></u>
4) <u></u>	<u></u>	<u></u>	<u></u>
5) <u></u>	<u></u>	<u></u>	<u></u>

SUMMARY ANALYSIS

The bill defines “career and professional academy” (CAP academy) as a research based program that integrates a rigorous and relevant academic curriculum with an industry-driven career curriculum offered by public schools, school districts, or the Florida Virtual School.

The bill requires that each CAP academy:

- Provides a rigorous standards-based academic curriculum integrated with a career curriculum;
- Includes one or more postsecondary or business partnerships;
- Provides creative and tailored student advisement and career counseling;
- Provides a career education certification on the high school diploma;
- Provides instruction in high growth, high demand, and high pay careers;
- Delivers academic content through career-relevant instruction;
- Offers applied courses that combine academic content with technical skills;
- Provides instruction resulting in certification or credentials in workplace skills;
- Provides opportunities for students to obtain a ready-to-work certification; and
- Includes an evaluation plan developed with the Department of Education.

The bill requires CAP academy applied courses combining academic content with technical skills to be submitted to the State Board of Education no later than five months before courses are offered. The State Board then has two months to approve or disapprove the courses.

The bill requires the Department of Education, in consultation with Workforce Florida, Inc., to establish a Career High-Skill Occupational Initiative for Career Education (CHOICE) project. CHOICE academies must meet all the goals and requirements for CAP academies. However, CHOICE academies must include partnerships with businesses *and* at least one postsecondary institution.

As provided in the General Appropriations Act, the bill authorizes one-time startup funds for school districts to develop CHOICE academies. See Fiscal Comments for further details.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. HOUSE PRINCIPLES ANALYSIS:

Promote personal responsibility – The bill provides an opportunity for students to graduate from high school capable of either entering into the workplace and/or furthering their education.

Empower families - The bill provides the opportunity for students who complete the career education program to be able to obtain and sustain a job and realize economic self-sufficiency.

B. EFFECT OF PROPOSED CHANGES:

Present Situation

Career education (a term often interchangeably used for vocational education, workforce education, or technical education) is critically important to Florida's students and to Florida's economic development. A significant percentage of Florida's students currently leave high school without adequate preparation to enter a career or continue into a technical center, community college or university program. Of every ten 9th graders, three students drop out and three of the remaining seven do not pursue additional education; six students (60%) do not go to college. Only four out of the 10 (40%) attend college.¹ Reformed career education programs in the high school years would not only benefit the six students who do not attend college, but has the potential of benefiting all students.

Career Education Task Force

The Commissioner of Education was directed by the passing of HB 769 (Chapter 2004-357, L.O.F.) to convene a Career Education Task Force (Task Force) to investigate issues related to workforce or career education. The Task Force chaired by the Lieutenant Governor, held several meetings to discuss workforce related issues. The Task Force determined that greater focus on, and support of, career and professional education represents significant opportunities to make Florida's education system more effective. One of the areas that became a focal point of the Task Force was the importance of rigorous and relevant academic curriculum.

Certification on High School Diploma

Currently, school districts may establish career education programs; including career academies, career institutes, and industry certification programs, as well as career education courses that are general in nature and explore various occupations. Section 1003.431, F.S., provides that a career education certification may be placed on a student's diploma. The certification is designed to indicate that a student is prepared for both postsecondary education without the need for remediation and that the student has marketable employment skills. The State Board of Education (SBE) was given authority to adopt rules for a standard format for the career education certification. Currently, the SBE has not adopted rules for career education certification and no school districts have placed the career education certification on high school diplomas.

Industry Certification

Industry certification is an industry-based series of competencies needed to work successfully in a career area. The industry in many cases provides a defined process where the secondary vocational programs can certify that they meet a series of requirements in equipment, curriculum and educational staff requirements. The industry oversees the process and assures continued compliance with industry

¹ *Career and professional education: preparing Florida's Students for the Knowledge Economy*, Council for Education Policy, Research and Improvement (CEPRI), September 2004

requirements for recertification at regular intervals. As of 2004, Florida school districts were offering 132 secondary programs that were industry-certified. In a 2004 survey conducted by DOE three types of industry certification for secondary vocational programs offered by the school districts were identified.

Industry Developed Curricula – Specific curricula is created by state or national professional organizations representing various industries. These curricula are based on standards that are recognized and approved by the industry.

Program Accreditation – Programs are accredited by a national accrediting body associated with a specific industry. That industry may also require a program to implement a specific curriculum.

Product Specific Certification – Programs are certified and associated with a specific vender or product. This type of certificate occurs mainly in the area of computer application and network support.

CHOICE Program Model

The CHOICE program engineered by Okaloosa school district engages students to pursue rigorous college preparatory level work while simultaneously preparing for high demand jobs with industry level certification. The CHOICE model provides a structure for organizing career training to ensure that outcomes are focused on viable occupations and industry needs and are based on career clusters as defined by the United States Department of Education (USDOE).² The CHOICE Program is outcome-based so that students achieve a high school diploma and industry certification for employment, movement into postsecondary training and college, or both.

Course Code Directory

The Department of Education approves courses for the succeeding school year no less than 180 days prior to that school year. In order for a student to meet graduation requirements, course requirements are set before the school year begins. Currently, school districts may propose a new course to be added to the Course Code Directory by submitting information and details on the course to the Department of Education. In November, information on the courses is presented to the State Board of Education who reviews and approves the Course Code Directory each year.

High School Graduation Requirements

Graduation requires successful completion of either a minimum of 24 academic credits in grades 9 through 12 or an International Baccalaureate curriculum. The 24 credits are distributed as follows:

- Four credits in English, with major concentration in literature & composition;
- Three credits in mathematics, 1 must be at Algebra I or higher level, or be a series of courses equivalent to Algebra I;
- Three credits in science, two of which must have a laboratory component;
- Three in social science; one in American history, 1 in world history, ½ in economics and ½ in American government;
- One credit in practical arts career education or one credit in performing fine arts;
- One-half credit in life management skills;
- One credit in physical education; and
- Eight and one-half elective credits.

Acceleration Mechanisms

Acceleration mechanisms serve to shorten the time necessary for students to complete the requirements for a high school diploma and postsecondary degree, broaden the scope of courses available to students, or increase the depth of study available for a particular subject. Acceleration mechanisms that are available to students in Florida include dual enrollment, advanced placement,

² www.careerclusters.org

early admission, credit by examination, the International Baccalaureate Program (IB), and the Advanced International Certificate of Education Program (AICE).

Statewide Articulation Agreement

Section 1007.23, F.S., requires the State Board of Education to establish a statewide articulation agreement, which is to include articulation between secondary and postsecondary education and the use of acceleration mechanisms.

High Skills, High Wage Job Projections

Section 216.136(a)2., F.S., requires the Workforce Estimating Conference to review data concerning the local and regional demands for short-term and long-term employment in high skills, high wage jobs, as well as other jobs. Data is generated through surveys conducted as part of the state's internet-based job matching and labor market information system authorized under s. 445.011, F.S. The Workforce Estimating Conference develops the official targeted occupations list based on industry and occupational employment projections and wages prepared by the Labor Market Statistics Office of the Florida Agency for Workforce Innovation. The Workforce Estimating Conference meets semi-annually and makes recommendations to Workforce Florida, Inc. for use as a guide for establishing regional targeted occupations lists.

Office of Program Policy Analysis and Government Accountability Research on Career Academies³

The Office of Program Policy Analysis and Government Accountability (OPPAGA) is currently compiling statewide information about career academies. Thirty-seven school districts identified 511 programs that used the term "career academy." OPPAGA received responses from 418 programs operating in 202 high schools and career centers. Of these 418 programs, 396 were operational in the 2004-2005 school year. The findings below relate to the 396 programs.

- *Industry Certification* – 46% reported having some type of industry certification, either by preparing students through a curriculum that leads to industry certification or to sit for a certification exam; or employing teachers that hold industry certification; or having the career academy program itself industry certified.
- *Internship* – 50% require all or some students to complete an internship.
- *Business Support* – Support is primarily through providing guest speakers, hosting field trips, and offering job support.
- *Eligibility* – 69% reported having eligibility requirements for students to be admitted. These include minimum GPA, specific disciplinary record such as limited disciplinary referrals and/or suspensions; a specific attendance record; and/or a minimum FCAT score.
- *Integration of Academic and Career Themes* – Most programs reported integrating both academic and career themes in their classrooms.
- *Articulation with Postsecondary Institutions* – 74% reported having articulation agreements with postsecondary institutions; however, strong relationships do not appear to exist between the articulation agreements and academy themes.
- *University and Scholarship Requirements* –
 - 81% reported that the course requirements meet the requirements for admission to the State University System.
 - 70% reported that their course requirements meet the requirements for both Gold Seal Vocational Scholarships and Medallion/Academic Scholarships.

³ Office of Program Policy Analysis and Government Accountability, *Memorandum Regarding Programs Identified as Career Academies*, March 6, 2006.

- 10% reported that their course requirements meet only Gold Seal requirements.
- 10% reported that their course requirements meet only Medallion/Academic Scholarship requirements.
- 10% reported that they do not align their curriculum with Bright Futures program requirements.

Effect of Proposed Changes

The bill defines career and professional academies and sets goals and requirements for the academies. The bill creates a CHOICE academy project as one model of a career and professional academy.

CAREER AND PROFESSIONAL (CAP) ACADEMIES

The bill defines “career and professional academy” (CAP academy) as a research based program that integrates a rigorous academic curriculum with an industry-driven career curriculum offered by public school, school districts, or the Florida Virtual School. CAP academies may be offered as a school-within-a-school career academy or a total school configuration providing multiple academies. Students who complete the program will receive:

- A standard high school diploma;
- The highest available industry certification; and
- Postsecondary credit if the academy partners with a postsecondary institution.

The goals of the career and professional academies are to:

- Increase student achievement and graduation rates through integrated academic and career curricula.
- Focus on career preparation through rigorous academics, industry certification, and work ethics.
- Support high school graduation requirements, including any revised graduation requirements.
- Promote postsecondary credit while in high school.
- Meet industry needs for skilled employees.

Curriculum, Instruction, Academic Content, and Course Requirements

The bill requires that CAP academies provide a rigorous standard-based academic curriculum integrated with a career curriculum.

- Multiple styles of student learning must be considered.
- Learning must be promoted through application and adaptation.
- Relevance of the subject matter must be maximized.
- Each student’s capacity to excel must be enhanced.
- Work habits and work ethics must be emphasized.

CAP academies are required to provide instruction in high growth, high demand and high pay careers as determined by the local workforce development board, the chamber of commerce, or the Agency for Workforce Innovation. Instruction must result in competency, certification, or credentials in workplace skills, including communication skills, interpersonal skills, decisionmaking skills, the importance of attendance and timeliness in the workplace and work ethics.

The bill requires CAP academies to deliver content through instruction relevant to the career. Intensive reading and mathematics intervention must also be delivered through instruction relevant to the career and an emphasis on strengthening reading for information skills must be included.

CAP academies must offer applied courses that combine academic content with technical skills. The courses must be approved or disapproved by the State Board of Education three months before the school term in which the courses are to be offered. Courses must be submitted to the Department of

Education five months before. The Department of Education must present the courses to the State Board of Education three times each year.

Partnership Requirements

The bill requires that CAP academies include one or more partnerships with postsecondary institutions, local businesses or economic development organizations. The partnerships must provide opportunities for:

- Instruction for highly skilled professionals.
- Internships, externships, and on-the-job training.
- A postsecondary degree, diploma, or certificate.
- The highest available level of industry certification.
- Maximum articulation of credits as provided in the statewide articulation agreement upon completion of program.

Industry Certification Requirements

If an industry does not have a national or state certification process, school districts may establish a local certification working with the local workforce development board, the chamber of commerce, or the Agency for Workforce Innovation.

Student Advisement Requirements

The bill requires CAP academies to provide creative and tailored student advisement, including parent participation and coordination with middle schools to provide career exploration and education planning. Middle school students must be provided with information about secondary and postsecondary career education programs and CAP academies.

Evaluation Plan

Career academies must include an evaluation plan developed with the Department of Education. The evaluation plan must include a self-assessment tool based on standards and outcome measures including graduation rates, enrollment in postsecondary education, business and industry certification, awards of postsecondary credit, and FCAT achievement levels and learning gains.

Other Requirements

The bill requires that CAP academies provide a career education certification on the high school diploma and provide opportunities for students to obtain a ready to work certification.

CAREER HIGH-SKILL OCCUPATIONAL INITIATIVE FOR CAREER EDUCATION (CHOICE) ACADEMY

The bill defines a Career High-Skill Occupational Initiative for Career Education (CHOICE) academy as a career and professional academy that offers a rigorous and relevant academic curriculum leading to industry-recognized certification, college credit, and credit toward a high school diploma. The CHOICE academy must meet all of the requirements of CAP academies.

The bill requires the Department of Education (DOE) to establish a Career High-Skill Occupational Initiative for Career Education (CHOICE) project. The project must consist of a competitive process for selecting and designating school districts as participants and designates CHOICE academies within participating school districts. The bill requires DOE to consult with or work jointly with Workforce Florida, Inc., in the following areas:

- To establish standards for designating specific CHOICE academies in each participating school district.
- Provide technical assistance during the application process, in reorganizing career education, in developing CHOICE academies with appropriate career themes, and in developing funding plans.
- Develop evaluation criteria that must include increased academic performance of students and schools using school-level accountability data.

DOE must also:

- Report to the State Board of Education annually on the CHOICE project, including participation, enrollment, completion, and outcome information. Outcomes may include continuing educational experiences of graduates, business satisfaction, job placement rates, and earnings of graduates.
- Promote CHOICE academies and provide planning and startup resources as available.
- Award one-time startup funds as provided in the General Appropriations Act.

Purpose of CHOICE Academies

The purpose of CHOICE academies is to

- Draw upon ongoing partnerships between education and workforce development or economic development organizations to enhance the quality and opportunities for career education for high school students by exposure to local in-demand career education;
- Build upon the state system of school improvement and education accountability by providing students with a solid academic foundation, opportunities to obtain industry-recognized certification or credentials, and preparation for postsecondary educational experiences in related fields; and
- Prepare graduating high school students to make appropriate choices relative to employment and future educational experiences.

Eligibility Criteria and Requirements for Participating School Districts

The bill authorizes DOE to establish application guidelines for an annual competitive process and eligibility criteria for school district participation. DOE, in consultation with Workforce Florida, Inc., and Enterprise Florida, Inc may designate as many school districts as it deems advisable each year. All school districts designated by the DOE may establish one or more CHOICE academies. Eligibility criteria for school district participation include:

- Willingness and ability of associated businesses or industries to form partnerships with and support CHOICE academies.
- Dedication of school district resources to CHOICE academies.

A participating school district must:

- Identify an appropriate location for classes.
- Ensure flexibility for CHOICE academy to respond to needs of students and businesses.
- Redirect appropriated funding to a CHOICE academy.
- Plan for sustaining the CHOICE academy without additional funding.

Partnership and Plan Requirements for CHOICE Academies

Eligibility criteria for designation of a CHOICE academy within a participating district require that the academy include business *and* postsecondary partnerships and a plan for sustaining the CHOICE academy. Business partnerships must exist with:

- An associated business or industry; and
- A regional workforce board or the primary local economic development organization as recognized by Enterprise Florida, Inc.

The business partnership must be based on the connection with the academy's career theme and must involve future plans for improving the local economy. The business partner must be consulted during the planning stages of the CHOICE academy and provide support and resources for the CHOICE academy. The Consortium of Florida Education Foundations must also be consulted during the planning stages.

At least one partnership and an articulation agreement for credit must be established with a postsecondary institution.

School districts that have previously received funding from Workforce Florida, Inc., including the Okaloosa County School District, for establishing CHOICE academies before July 1, 2006, will receive an expedited review for CHOICE academy designation.

C. SECTION DIRECTORY:

Section 1 Creates s. 1003.493, F.S.; defining the term “career and professional academy” ; providing academy goals and duties; providing ways of offering career and professional academies as small learning communities; requiring certain duties of career and professional academies.

Section 2 Creates s. 1003.494, F.S.; requiring the Department of Education to establish a Career High-Skill Occupational Initiative for Career Education (CHOICE) project as a competitive process for the designation of school district participants and CHOICE academies; defining CHOICE academies; providing purpose of CHOICE academies; providing duties of school districts and the department; providing for the award to certain school districts of startup funds for the development of Choice academies.

Section 3 Amends s. 288.9015, F.S.; requiring Enterprise Florida, Inc., to work with the Department of Education and Workforce Florida, Inc., in the designation of school districts as participants in the CHOICE project.

Section 4 Amends s. 445.004, F.S.; authorizing Workforce Florida, Inc., to work with the Department of Education and Enterprise Florida, Inc., in the implementation of the CHOICE project.

Section 5 Providing an effective date of July 1, 2006.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

The bill does not appear to have a fiscal impact on state government revenues.

2. Expenditures:

See Fiscal Comments.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

The bill does not appear to have a fiscal impact on local government revenues.

2. Expenditures:

The bill does not appear to have a fiscal impact on local government expenditures.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

The Department of Education has requested four staff positions to implement the provisions of the bill. Four additional staff positions are estimated to cost \$273,585. The bill and House Bill 5001, the proposed General Appropriations Act for 2006-07, do not contain any new staff positions to implement the provisions of the bill.

Career and Professional Academy Startup Funds

During the 2005 legislative session, \$6 million dollars was appropriated for the SUCCEED, Florida - Career Paths program to provide startup funds to design and implement career and professional academies for the 2005-06 school year. The funds were designed to offset planning and implementation costs for partnership between a school district school board and one or more businesses, industries or public postsecondary educational institutions to operate a career and professional academy. These funds were non-recurring state funds.

The Workforce Florida, Inc., in 2005-2006 provided CHOICE Career Institute grants in the amount of \$830,572 to four Regional Workforce Boards in conjunction with their respective five school boards districts to replicate the model developed and used by Okaloosa County School District.⁴

The bill authorizes the Department of Education to award on a competitive basis one-time startup funds to school districts designated as participants in the CHOICE project for the development of CHOICE academies. School districts are authorized to establish one or more CHOICE academies without incentive funds. House Bill 5001, the proposed General Appropriations Act for 2006-07, appropriates \$3.9 million for the SUCCEED, Florida - Career Paths program for new career and professional academies similar to the CAP academies authorized in this bill and \$2.1 million to provide partial second year funding for recipients of SUCCEED, Florida - Career Paths funding in 2005-06.

The Okaloosa County School District and other school districts that have received funding from Workforce Florida, Inc., for the establishment of CHOICE academies prior to July 1, 2006 will receive an expedited review for CHOICE academy designation by the Department of Education.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

None.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

The bill gives no specific rulemaking authority; however, DOE is required to establish application guidelines, eligibility criteria, standards and evaluation criteria.

C. DRAFTING ISSUES OR OTHER COMMENTS:

⁴ http://www.workforceflorida.com/wages/wfi/bcs/0602_calendar.htm

IV. AMENDMENTS/COMMITTEE SUBSTITUTE & COMBINED BILL CHANGES

On March 21, 2006, the Community College and Workforce Committee passed HB 513 with a Committee Substitute. The bill with the committee substitute differs from the original bill in the following ways:

- Clarified language for goals, requirements, and types of career and professional academies.
- Replaced core course substitution language with language requiring that State Board of Education approve or disapprove applied courses that combine academic content with technical skills.
- Set time lines for approval process of such applied courses.
- Revised purpose of CHOICE academy.
- Authorized, rather than required, DOE to establish application guidelines.
- Removed provision for specific school district to serve in advisory role.
- Clarified eligibility criteria for CHOICE academy designation.
- Clarified and revised duties of participating school districts in CHOICE project.
- Deleted provision to establish comprehensive career academies.