

## HOUSE OF REPRESENTATIVES STAFF ANALYSIS

**BILL #:** CS/HB 965 Secondary Education  
**SPONSOR(S):** Schools & Learning Council and Kendrick  
**TIED BILLS:** **IDEN./SIM. BILLS:** SB 1232

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REFERENCE	ACTION	ANALYST	STAFF DIRECTOR
1) <u>Committee on 21st Century Competitiveness</u>	<u>9 Y, 0 N</u>	<u>Hassell</u>	<u>Kooi</u>
2) <u>Schools &amp; Learning Council</u>	<u>14 Y, 0 N, As CS</u>	<u>Hassell</u>	<u>Cobb</u>
3) <u>Policy &amp; Budget Council</u>	<u></u>	<u>Jacobik</u>	<u>Hansen</u>
4) <u></u>	<u></u>	<u></u>	<u></u>
5) <u></u>	<u></u>	<u></u>	<u></u>

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### SUMMARY ANALYSIS

This bill creates the Florida Career and Professional Education Act to provide a statewide planning partnership between business and education communities. It revises career education within career and professional academies in Florida's public schools. In particular, the bill:

- Defines career and professional academies (academies) as public high school academies that offer a rigorous and relevant curriculum that leads to industry-recognized certification in high demand occupations, a standard high school diploma, and opportunities for high school students to simultaneously earn college credit;
- Requires school districts to develop, in collaboration with local workforce boards and the postsecondary community, strategic five-year plans during the 2007-2008 school year that include provisions for at least one academy to be operational in the school district at the beginning of the 2008-2009 school year;
- Requires the State Board of Education to establish a process for the continual review of newly proposed rigorous and relevant core high school courses to meet the requirements for industry standards and to address emerging academic and labor market needs;
- Requires the Agency for Workforce Innovation (AWI) to identify appropriate industry certifications based on the highest national standards available. The bill requires the Department of Education to work with Workforce Florida and Enterprise Florida to collect and analyze academic achievement and performance data of students participating in academies; and
- Amends the Florida Education Finance Program (FEFP) to provide a bonus weight for the funding of students enrolled in career and professional academies that result in industry certification.
- This bill substantially amends ss. 1003.491, 1003.492, 1003.493, and 1011.62, and repeals s. 1003.494 of the Florida Statutes.

The fiscal impact of the bill is indeterminate. Please see the FISCAL ANALYSIS section of this analysis.

The bill provides for an effective date of July 1, 2007.

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

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DATE: 4/22/2007

## FULL ANALYSIS

### I. SUBSTANTIVE ANALYSIS

#### A. HOUSE PRINCIPLES ANALYSIS:

*Provide limited government* – This bill decreases the authority of the Department of Education relating to curriculum review as it creates a new governmental committee for curriculum review. The bill also increases the responsibility of the board of directors of Workforce Florida, Inc. to approve membership of the curriculum review committee. The bill authorizes the State Board of Education to develop and adopt rules for implementing an industry certification process.

*Safeguard individual liberty* – The bill increases the chances of public secondary students to smoothly transition from high school to postsecondary education, the workplace, or both.

#### B. EFFECT OF PROPOSED CHANGES:

##### **Background**

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 9<sup>th</sup> 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.<sup>1</sup> 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 and professional academies (CAP academy) are research based programs that integrate a rigorous and relevant academic curriculum with an industry-driven career curriculum offered by public schools, school districts, or the Florida Virtual School.

Current law requires that each CAP academy:

- Provide a rigorous standards-based academic curriculum integrated with a career curriculum;
- Include one or more postsecondary or business partnerships;
- Provide creative and tailored student advisement and career counseling;
- Provide a career education certification on the high school diploma;
- Provide instruction in high growth, high demand, and high pay careers;
- Deliver academic content through career-relevant instruction;
- Offer applied courses that combine academic content with technical skills;
- Provide instruction resulting in certification or credentials in workplace skills;
- Provide opportunities for students to obtain a ready-to-work certification; and
- Include an evaluation plan developed with the Department of Education.<sup>2</sup>

CAP academy applied courses combining academic content with technical skills are required 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.

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

<sup>2</sup> s. 1003.949, F.S.

Additionally, the Department of Education (DOE), in consultation with Workforce Florida, Inc., is required 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.

The Office of Program Policy Analysis and Government Accountability (OPPAGA) published a report on the status of Florida career academies in July, 2006, based on survey responses received from 462 Florida career academies.<sup>3</sup> The report included an assessment of industry certification within the academies and addressed three industry certification categories: student receipt of industry certification; instructor certification based on industry credentials; and career academy certification.<sup>4</sup> Based on the district responses, 50 percent of the academies include at least one of these three certifications, with industry certification for students the most prevalent of the three categories.<sup>5</sup> Other key findings outlined in the OPPAGA report include the following:

- Fifty (50) percent of the districts that do not offer any category of industry certification reported that no industry certification is currently available for the specific career theme.
- Responding districts reported that the most common academy career themes were information technology (IT) and health science.<sup>6</sup>
- There did not appear to be a strong relationship between the theme of the district academies and the postsecondary articulation agreements.
- District survey respondents reported that local workforce boards and parents were the least likely to influence the selection of career themes.

The 2006-2007 SUCCEED, Florida! Career Paths Program currently funds grants to school districts for secondary career and professional academies.<sup>7</sup> Funding for these academies is contingent upon the instruction leading to industry certification; however, the industry certification may be issued locally and therefore lacks an independent and rigorous review of the industry certification standards.

The SBE is required to develop articulation accountability measures that assess the status of the systemwide articulation processes authorized in the statewide articulation agreements.<sup>8</sup>

The SBE is also required to establish an articulation accountability process that addresses, at a minimum, the following:

- The impact of articulation processes on ensuring educational continuity and the orderly and unobstructed transition of students between public secondary and postsecondary education systems and facilitating the transition of students between the public and private sectors.
- The adequacy of preparation of public secondary students to smoothly articulate to a public postsecondary institution.
- The effectiveness of articulated acceleration mechanisms available to secondary students.
- The smooth transfer of community college associate in arts degree graduates to a state university.
- The examination of degree requirements that exceed the parameters of 60 credit hours for an associate degree and 120 hours for a baccalaureate degree in public postsecondary programs.
- The relationship between the College Level Academic Skills Test Program and articulation to the upper division in public postsecondary institutions.<sup>9</sup>

## Effects of Proposed Changes

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<sup>3</sup> Report No. 06-56 – <http://www.oppaga.state.fl.us/reports/educ/r06-56s.html>

<sup>4</sup> Ibid. Pages 19-29

<sup>5</sup> Ibid. – Districts reported 35 percent of students receiving industry certification.

<sup>6</sup> Ibid. Page 7

<sup>7</sup> 2006-2007 Succeed, Florida Career Paths - \$7.660 million

<sup>8</sup> Section 1008.38, F.S.

<sup>9</sup> Id.

The bill creates the Florida Career and Professional Education Act to provide a statewide planning partnership between business and education communities, to expand and retain high-value industry, and sustain a vibrant state economy. Public high schools are required to meet the following standards for career and professional academies: a rigorous and relevant curriculum that leads to industry-recognized certification in high-demand occupations; the award of a standard high school diploma; and opportunities for high school students to simultaneously earn college credit. High school graduates who attain industry certification are better prepared to enter both postsecondary education and the workforce in high-skill, high-wage, and high-demand careers.

The bill requires school districts to develop, in collaboration with local workforce boards and the postsecondary community, strategic five-year plans that objectively address the needs of local and regional workforce through the development and implementation of academies. The strategic plan must include provisions for at least one career and professional academy to be operational in the school district at the beginning of the 2008-2009 school year. This bill encourages the Florida Virtual School to offer rigorous career courses to meet any district academy course deficits. The bill also authorizes two or more school districts to collaborate in developing and offering career academies, provided the strategic plan is approved by AWI and certain requirements are met.

The bill requires career and professional academies to include the following:

- A rigorous, standards-based academic curriculum integrated with a career curriculum that leads to industry certification, a standard high school diploma, and postsecondary credit as appropriate;
- Instruction in a career designated as high-growth, high-demand, and high-pay by the local or regional workforce board;
- One or more partnerships between the local school district, postsecondary institutions approved to operate in Florida, and local workforce boards;
- Maximum articulation of credits based on articulation agreements between the academy and postsecondary institutions approved to operate in Florida;
- Instruction from highly skilled, industry-certified professionals;
- Internships, externships, and on-the-job training;
- Maximum use of private-sector facilities and personnel;
- Personalized academic advisement and support for middle grades career exploration;
- Attainment, at minimum, of the Gold Seal Scholars award; and
- An evaluation plan developed jointly with the Department of Education and the local workforce board.

This bill requires the State Board of Education to establish an expedited process for the continuous review of newly proposed rigorous and relevant core high school courses. The review would be conducted by an appointed curriculum committee comprised of subject area, business, and postsecondary experts. Decisions regarding course eligibility must be made within 60 days. Approved courses would be included in the Course Code Directory and would also be considered for possible dual enrollment and postsecondary credit.

The bill requires AWI to identify appropriate industry certification based on the highest national standards available. Local work force boards and academies may request additions to the list of industry certifications, provided requests are based upon high-demand labor needs of the regional workforce economy. The Agency for Workforce Innovation would publish annually an updated list of industry certifications to be used within the career academies.

The bill requires the Department of Education to work with Workforce Florida and Enterprise Florida in the collection and analysis of academic achievement and performance data of academy students. The bill requires an evaluation plan and self-assessment tool to determine outcomes such as graduation

rates, achievement of industry certification, postsecondary enrollment, satisfaction of business and industry, employment rates, earnings figures, and awards of scholarships and postsecondary credit.

This bill amends the FEFP calculation and provides supplemental weighted funding for students enrolled in career and professional academies, provided the instruction leads to industry certification for enrolled students upon academy completion. Districts, however, will not be eligible to receive both career academy and dual enrollment weighted funding for participating students. Career and professional academies implemented as specified in the bill will provide a rigorous and relevant curriculum to high school students and enable them to matriculate easily to both postsecondary education and the workforce.

C. SECTION DIRECTORY:

**Section 1.** Amends s. 1003.491, F.S., substantially revising provisions related to career education; creating The Florida Career and Professional Education Act.

**Section 2.** Amends s. 1003.492, F.S., revising provisions related to industry-certified career education programs.

**Section 3.** Amends s. 1003.493, F.S., revising requirements related to career and professional academies.

**Section 4.** Repealing s. 1003.494, F.S., relating to Career High-Skill Occupational Initiative for Career Education (CHOICE) academies.

**Section 5.** Amends s. 1011.62, F.S., providing for calculating the value of full-time equivalent student membership for students enrolled in career and professional academy programs.

**Section 6.** Provides for an effective date.

## II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

See Fiscal Comments

2. Expenditures:

See Fiscal Comments.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

CS/HB 965 does not appear to have a fiscal impact on local government revenues.

2. Expenditures:

CS/HB 965 does not appear to have a fiscal impact on local government expenditures.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

Local workforce boards would partner with local school districts to develop strategic plans and implement career and professional academies. The partnering local and regional business communities

would be required to offer resources and personnel assistance, but would reap the benefits of a “ready” and more highly skilled local workforce.

**D. FISCAL COMMENTS:**

Public school districts that offer industry-certified career and professional academies would receive an additional bonus weight of 0.3 FTE in the FEFP for students who successfully complete the academy and receive industry certification. Funds would be provided in the General Appropriations Act (GAA) in the year following official reports on the students who received industry certification. The total amount of funds required would depend on the number of districts who offer industry-certified career and professional academy programs and the number of students who successfully complete the program and receive industry certification. However, the bill limits the appropriation for the FTE bonus to \$30 million annually, unless otherwise specified in the GAA. If this provision had been in effect during FY 2006-2007, a district would have received approximately \$1,200 for each student achieving industry certification.

In addition, there may be additional cost for school districts, workforce boards, postsecondary institutions, the State Board of Education, Workforce Florida, Enterprise Florida, and the Agency for Workforce Innovation as these organizations participate in the implementation of various provisions of this bill, including the development of career and professional academies; development of the strategic 5-year plan; the curriculum review; the approved list of industry certifications; collection, analysis, and reporting of student and program data; and the development and implementation of assessments for industry certification.

Elimination of courses and programs which do not result in industry certification and employment would provide cost savings. The bill requires the redirection of existing resources towards the development and operation of career and professional academies.

**III. COMMENTS**

**A. CONSTITUTIONAL ISSUES:**

**1. Applicability of Municipality/County Mandates Provision:**

Not applicable because this bill does not appear to require counties or cities to spend funds or take an action requiring the expenditure of funds; reduce the authority that counties or cities have to raise revenues in the aggregate; or reduce the percentage of sales tax shared with counties or cities.

**2. Other:**

None.

**B. RULE-MAKING AUTHORITY:**

None.

**C. DRAFTING ISSUES OR OTHER COMMENTS:**

None.

**D. STATEMENT OF THE SPONSOR**

No statement submitted.

#### IV. AMENDMENTS/COUNCIL SUBSTITUTE CHANGES

On March 20, 2007, the Committee on 21<sup>st</sup> Century Competitiveness adopted a strike-all amendment and reported the bill favorably as amended. The strike-all amendment creates the Florida Career and Professional Education Act to provide a statewide planning partnership between business and education communities. It revises career education within career and professional academies in Florida's public schools. In particular, the amendment:

- Defines career academies and professional academies as public high school academies that offer a rigorous and relevant curriculum that leads to the following:
  - An industry-recognized certification in high demand occupations,
  - A standard high school diploma, and
  - Opportunities for students to simultaneously earn dual enrollment credit.
- Provides that career academies must include the following:
  - Instruction in high-growth, high-demand, high-pay fields;
  - Instruction from highly-skilled, industry-certified professionals;
  - Internships, externships, and on-the-job-training;
  - Maximum use of private-sector facilities and personnel;
  - Personalized academic advisement and support for middle grades career exploration;
  - Maximum articulation of credits based on articulation agreements; and
  - Attainment, at a minimum, of the Gold Seals Scholar Award.
- Requires school districts to develop, in collaboration with local workforce boards and the postsecondary institutions, strategic 5 year plans during the 2007-08 school year.
- Requires plans to include provisions for at least 1 academy to be operational in the school district by the 2008-09 school year. Provides that 2 or more school districts may collaborate in developing and offering career academies.
- Requires the State Board of Education to establish an expedited process for the continuous review of newly proposed core secondary courses and existing courses requested to be considered as core courses to ensure the courses are:
  - Rigorous and relevant to workforce skills and postsecondary education
  - Aligned to state curriculum standards.
- Provides for the review to be conducted by an appointed curriculum committee comprised of subject area, business, and postsecondary experts and is approved by the board of directors of Workforce Florida, Inc.
- Requires the Agency for Workforce Innovation to:
  - Identify appropriate industry certifications based on the highest national standards available.
  - Publish annually an updated list of industry certifications to be used by academies
- Requires the DOE, Workforce Florida and Enterprise Florida to work together to collect and analyze academic achievement and performance data of students participating in academies.
- Repeals CHOICE academies and requires the Okaloosa county school district CHOICE academies to serve as an advisory role and offer technical assistance in the development of new academies.
- Amends the FEFP (Florida Education Finance Program) to provide a bonus weight for the funding of students enrolled in academies and who are awarded a certificate of successful completion. Districts will not be eligible to receive both career academy and dual enrollment weighted funding for participating students.

- Provides that unless a different amount is specified in the GAA, the appropriation for this calculation is limited to \$30 million annually and if insufficient shall be prorated.

On April 4, 2007, the Schools and Learning Council adopted 3 amendments to the traveling strike-all amendment and reported the bill favorably as a Committee Substitute.

The amendments:

- Delete the provision requiring the review of existing career and technical programs and the elimination of existing programs that do not result in industry certification or lead to careers in high workforce demand.
- Include strategies to provide professional development for secondary guidance counselors on the benefits of academies in the strategic 5-year plan.
- Revise the FEFP calculation and provides supplemental weighted funding for students who complete industry-certified programs and are issued an industry certificate.

The analysis is drawn to the CS.