

## A New Emphasis and Funding Methodology for Adult and Career Education



Council for Education Policy,  
Research and Improvement

### Introduction

The Council was directed by the Florida Senate to “develop a funding methodology for workforce/career education that provides for long term stability, accommodates growth, and rewards program performance” in consultation with community colleges, vocational centers, school districts, the Department of Education, and others involved in public vocational education. In addition to the overall look at funding, special issues related to funding for apprenticeship programs are addressed in this study.

### Important Facts about Adult and Career Education Programs

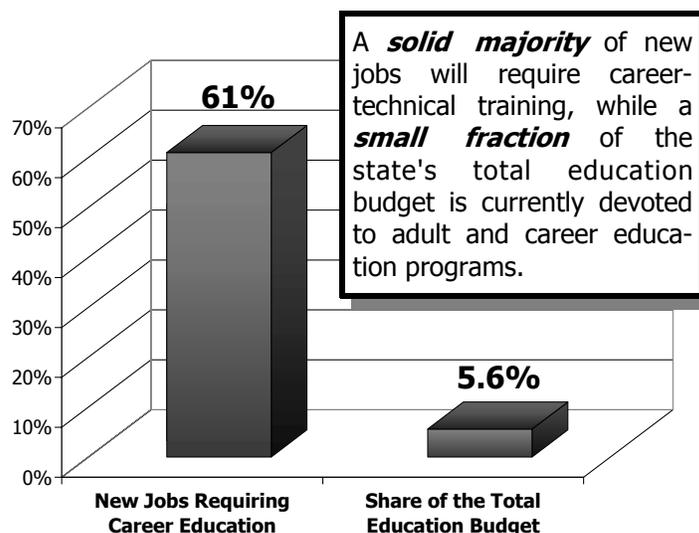
The services provided by community college and school district adult general education, associate in science, postsecondary vocational, and continuing workforce education are essential for the economic and educational well-being of Florida’s citizens. In particular, adult and career education can play a pivotal role in meeting the needs of Florida’s forgotten majority. Three out of ten ninth graders do not graduate from high school; only three of the seven who do graduate immediately enter a college or university. The six out of ten ninth graders who have either dropped out of high school or who did not enter a college or university require basic skills and/or skilled training in order to acquire the education necessary for sustainable employment.

- Over 60 percent of the projected job growth in Florida through 2010 will be in occupations requiring additional education and training but not a bachelor’s degree. There will be almost 300,000 new jobs requiring an associate degree (including such high demand occupations as nurses and computer analysts), more than half a million new jobs that require a postsecondary certificate, and almost 200,000 new jobs that require a high school diploma with some vocational training. While still important, occupations requiring a bachelor’s or graduate degree will account for a small percentage (12.7 percent) of the projected job growth through 2010.

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The Council for Education Policy, Research and Improvement (CEPRI) was created as an independent office under the Office of Legislative Services by the 2001 Legislature (Section 1008.51, Florida Statutes). The Council serves as a citizen board for independent policy research and analysis and is composed of five members appointed by the Governor and two members appointed by Speaker of the House and two members appointed by the President of the Senate.

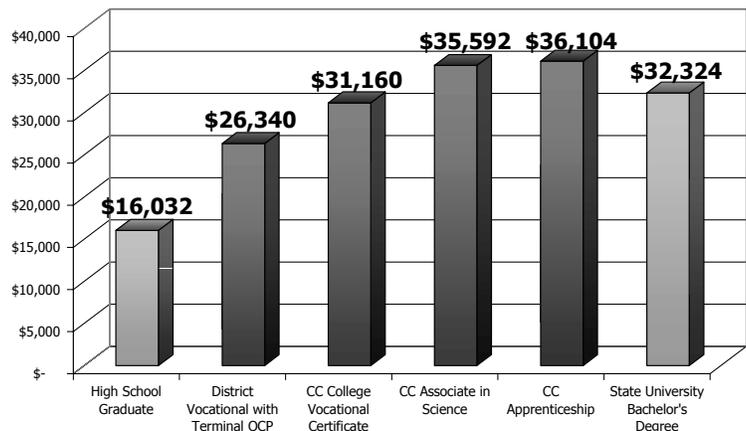
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- ❑ **Nine of the top ten fastest growing jobs in Florida over this period will require an associate's degree or a postsecondary vocational certificate.**
- ❑ **State support for adult and career education has declined dramatically in the past few years.** From 1997-98 to 2003-04, funding for these programs decreased 6 percent. Over the same time period, funding increased 33 percent for community colleges and 27 percent for universities.
- ❑ **Adult and career education represents a very small percentage of the entire education budget.** In the current 2003-04 fiscal year, appropriations for adult and career education (appropriated through the Workforce Development Education Fund and the Adults with Disabilities funding and totaling \$692.9 million) represented only 5.6 percent of the total education budget.
- ❑ **Completion of a career-technical training program produces sustainable, living wages for individuals.** According to the Florida Department of Education, the average annual wages for a community college associate in science graduate (which includes registered nurses) are \$35,592. These wages are higher than the average wages of recent bachelor's degree graduates (\$32,324).
- ❑ **Career-Technical training significantly improves a high school graduate's earnings potential.** For those high school graduates who enter and complete a community college vocational certificate program, 74 percent earned more than \$9 per hour. Only 6 percent of recent high school graduates who immediately enter the workforce earn more than \$9 per hour.

### Some Career Education Completers Earn Starting Wages Higher Than Bachelor's Degree Graduates

Source: Florida Education Training and Placement Information Annual Report 2002



## Recommendations

The facts above highlight the important role that adult and career education can play in the economic well-being of the state—providing programs which impact all Florida businesses and a solid majority of Florida's citizens. Despite these enormous needs for education and training, adult and career education programs often receive the lowest priority from state policymakers among all education programs. This is especially troubling given the fact that a performance-based funding structure has been in place since 1997 for this area of education. Community colleges and school districts have clearly responded to the performance mandate by increasing productivity, but the promise of funding for those increased performances never followed. In order to recognize the importance of adult and career education and to ensure that this critical area is funded appropriately, the Council has developed recommendations framed around the following four key issues:

- ❑ The manner in which funds are appropriated to the community colleges and school districts
- ❑ The allocation of funding based on both workload and performance
- ❑ Start-up funding for the development and expansion of new programs
- ❑ The manner in which apprenticeship programs are funded

## Issue 1: Appropriations to Community Colleges and School Districts

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### Recommendation 1:

*The Legislature should appropriate additional resources to adult and career programs in accordance with the current demand for these programs, recognizing the increasing occupational demand for skilled and literate workers with one or more years of postsecondary training. **The first step in this allocation of resources should be the restoration of base funding cuts to adult and career technical programs, which total \$48 million since the beginning of the 2001-02 fiscal year.***

### Recommendation 2:

*The Legislature should appropriate funding for adult and career education to community colleges and school districts in their separate sector budgets. Though placed in separate budgets, the funds must be allocated to community colleges and school districts in the same manner based on a common set of criteria and measures. For the community colleges, the funding for adult and career education should be incorporated in their main funding mechanism, the Community College Program Fund (CCPF). For school districts, funding for adult and career education must remain external to the Florida Education Finance Program (FEFP) and used to support only these programs, excluding the K-12 mission. For both sectors, a common methodology and measures shall be developed in accordance with recommendations 3 and 4 and the K-20 accountability statute.*

## Issue 2: Workload and Performance

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### Recommendation 3:

*The 2004 Legislature should establish a new enrollment and performance model for funding adult and career education in which each institution's base is a percentage of their prior year's allocation adjusted each year for workload with the remaining percentage awarded based on performance outcomes.*

### Recommendation 4:

*The new funding allocation models for adult and career education should be developed by the Department of Education's Division of Community Colleges and Workforce Education with the following workload and performance guidelines:*

- a) Workload should be measured by occupational completion points for adult vocational programs and literacy completion points for adult general education. These measures combine both instructional time and achievement factors. The length of the program segment should be a consideration in the application of any weights to occupational completion points.*
- b) Performance outcomes should reflect the production of skilled and literate workers with sustainable employment, in compliance with the legislative intent outlined in s. 1004.92, F.S. These measures should focus on student program completion (including terminal OCP completion), placement in high wage/high demand occupations, and successful transition to another education level. Any weights to performances by traditionally hard to serve populations (i.e., English speakers of other languages, economically disadvantaged) should be applied based on empirical evidence.*
- c) Performance outcomes should be evaluated by examining an institution's performance over time rather than its performance relative to other institutions.*

## Issue 3: Start-Up Funding for New Programs

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### Recommendation 5:

*The Legislature should provide non-recurring funding for new program development and expansion in adult and career education programs on a competitive basis through the Workforce Development Capitalization Incentive Grants, as provided for in s. 1011.80, F.S. The competitive grant process should incorporate an evaluation of program effectiveness to be used in future grant competitions.*

## Issue 4: Apprenticeship Funding

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### Recommendation 6:

*The Legislature should continue to fund apprenticeship programs through the same mechanism as adult and career education programs.*

### Recommendation 7:

*The current fee exemption in s. 1009.25, F.S., should be statutorily amended to remove the blanket exemption for all apprenticeship students and provide the community college or school district the discretion to grant exemptions for matriculation, registration and laboratory fees, under the following conditions:*

- a) *Fees may only apply to the related training instruction hours required by the apprenticeship agreement and may not exceed the vocational clock hour fee.*
- b) *The community college or school district should consider the local contributions of the program sponsor toward the related training instruction component of the program in the decision of whether to grant the exemption.*
- c) *The program sponsor should have the flexibility to seek a partnership agreement with another local educational agency (LEA) if an agreement on fees cannot be reached between the sponsor and the LEA. In the event a new agreement is reached with another LEA, in the fiscal year following its inception, the base and performance funding relating to the apprenticeship program should be transferred to the new LEA.*
- d) *The waivers granted by the local LEA for apprenticeship students should be excluded from the waiver limit of eight percent for workforce development appropriations (2003 General Appropriations Act, Specific Appropriations 99 and 101).*

### Recommendation 8:

*The Department of Education should examine the enrollment, completion and financial data on students in registered apprenticeship programs who are enrolled in programs offered at community colleges and school districts. The following reforms are recommended:*

- a) *Ensure that only students enrolled in registered apprenticeship programs are reported in community college and district data files as apprenticeship students.*
- b) *Re-examine the policy that allows the reporting of multiple occupational completion points for apprenticeship students in a single reporting year.*
- c) *Ensure that the direct cost data reports are accurate and that apprenticeship costs are being correctly reported from other career education programs.*
- d) *Develop a single standard for the reporting of the related training instruction and the cooperation (on-the-job) components of apprenticeship programs to ensure consistent reporting of FTE for these programs.*

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**Please visit our website at <http://www.cepri.state.fl.us> for the full report**

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