



Funding Model for Career and Adult Education Is Reasonable but Needs Some Improvements

at a glance

In 2006, the Department of Education proposed a new funding model for career and adult education programs that the Legislature has used to allocate new funding to these programs; the model has not been used to reallocate districts' base funding for career and adult education programs. If fully implemented, the model would substantially change the amount of funding received by some districts. The model's use of program cost weights is reasonable, but it would create a disincentive for districts to charge tuition above the state average or to rigorously enforce residency requirements. The Legislature could consider several options for modifying the funding model and better equalize career and adult education funding across districts.

Scope

As directed by the Legislature, this report examines the model proposed by the Department of Education to allocate funds to school district workforce education programs and identifies options for modifying the funding model.¹ This report addresses four questions.

1. How are state career and adult education funds currently allocated to school districts, and how would this allocation be changed if the department's model was fully used?

¹ While Florida's college system (formerly the community college system) provides workforce education programs in counties throughout the state, Chapter 2009-40, *Laws of Florida*, directed OPPAGA to assess the funding model only for school district workforce programs.

2. Does the model use reasonable program cost estimates?
3. Does the model treat tuition revenues in an appropriate manner?
4. What options could the Legislature consider to modify the funding model?

Background

Florida's school districts share responsibility for administering workforce education programs with Florida's college system (formerly the community college system), the division of responsibilities for these programs varies by county. School districts are responsible for providing career education programs in 37 counties and adult education in 56 counties; Florida's colleges also provide these services throughout the state.

Workforce education programs are intended to meet state and local workforce needs, help individuals improve their skills and achieve economic self-sufficiency, and provide Florida businesses with trained workers. As shown in Exhibit 1, districts offer two types of workforce education programs—career and technical training, which include certificate, diploma, apprenticeship, and continuing education programs; and adult general education programs that serve individuals who need basic education skills training. In Fiscal Year 2007-08 (the most recent year for which data are available), school district career and adult education programs served 484,847 students, with most (75%) of these students enrolled in adult education programs.

Exhibit 1

School Districts Career and Adult Education Programs Served Over 480,000 Students in Fiscal Year 2007-08

Program Type	Program Description	2007-08 Enrollment
Applied Technology Diploma	Provides courses that are part of an associate in science (AS) or associate in applied science (AAS) degree that leads to employment in a specific occupation; may consist of either adult vocational certificate credit or college credit.	1,091
Apprenticeship	Provides highly structured vocational skill training in a given job through a combination of on-the-job training and classroom instruction. Students in these programs do not pay tuition.	11,631
Continuing Workforce Education	Provides instruction that does not result in a certificate, diploma, or degree. These programs offer training to upgrade skills for individuals who need training for licensure or certification renewal, new or expanding businesses, businesses or government agencies whose employees need training due to changes in products or services, or individuals who are enhancing occupational skills necessary to maintain current employment, to cross train, or to upgrade employment.	49,082
Vocational Certificate	Certificate programs are designed to provide both education and technical skills training to prepare adult students for today's workforce. These programs are designed to meet the demands for trained workers in occupations that require more than a high school diploma but less than a four-year degree.	57,727
Adult General Education	Provide instruction that enables adults to acquire basic skills necessary to attain basic and functional literacy, a high school education, or an education that will enable them to become more employable, productive, and responsible citizens. These programs are intended to support economic development by increasing adult literacy and producing an educated workforce.	365,316
TOTAL		484,847

Source: Florida Department of Education.

School districts offer a variety of career and adult education programs. Districts offered 234 different career education programs in Fiscal Year 2007-08. These programs provided training for a variety of occupations such as

nursing assistant, law enforcement officer, fire fighter, fashion design services, applied welding technology and advanced automotive technology. Exhibit 2 lists examples of these programs.

**Exhibit 2
Districts Offer a Range of Career Education Programs**

Health Sciences	Information Technology
▪ Basic X-Ray Machine Operator	▪ Business Computer Programming
▪ Dental Assisting	▪ Database and Programming
▪ Medical Assisting	▪ Multimedia Design Technology
▪ Practical Nursing	▪ Network Systems Administration
▪ Patient Care Technician	▪ PC Support Services
Manufacturing and Construction	Public Safety
▪ Applied Welding Technologies	▪ Correctional Probation Officer
▪ Biomedical Equipment Technology	▪ Fire Fighter
▪ Electromechanical Technology	▪ Law Enforcement Officer
▪ Industrial Machinery Maintenance and Repair	▪ Fire Investigator
▪ Major Appliance and Refrigeration Repair	▪ Seaport Security Officer
Financial/Professional Services	Transportation
▪ Accounting Operations	▪ Advanced Automotive Technology
▪ Finance	▪ Commercial Class "B" Driving
▪ Health Insurance Marketing	▪ Gasoline Engine Service Technology
▪ Insurance Claims Adjuster	▪ Heavy Equipment Mechanics
▪ International Business	▪ Marine Service Technology

Source: Florida Department of Education.

The number and types of career education programs offered varies by school district. For example, large districts, such as Broward, Miami-Dade, and Orange, offered over 85 different career education programs in Fiscal Year 2007-08 while smaller districts, such as Gulf and Wakulla, offered a single program. Some career education programs are offered by many districts while others are offered by only a few districts. For example, 28 districts offered a cosmetology program in Fiscal Year 2007-08 while only one district offered automotive detailing and reconditioning. Practical nursing and cosmetology programs had the largest enrollment levels in Fiscal Year 2007-08).²

School districts also offer an array of adult education programs (see Appendix B for more detail on the types of programs offered). The number and types of programs vary across the

² Includes regular entry level programs, but not apprenticeship and continuing education programs.

56 districts that offered adult education in 2007-08. For example, two districts offered only one adult education program while 10 districts offer 10 or more programs.

School districts receive state, federal, and local funds to operate career and adult education programs. Career and adult education programs are primarily funded through legislative appropriations. The Legislature appropriated \$349 million in general revenue, \$24 million in federal stabilization funds, and \$4 million in lottery funds to districts related to the funding model for Fiscal Year 2009-10. In addition, districts received \$32 million in federal postsecondary vocational and adult education grants. Districts also received state and local funds for fixed capital outlay expenses for facilities and equipment which could be used for their workforce education programs.³

In Fiscal Year 2009-10, school districts are expected to collect an estimated \$38 million in tuition and fees. In addition, some programs, such as automobile repairs and culinary arts, generate revenues from sales of products and services.

Questions and Answers –

In 2006, the Department of Education developed a new funding model for career and adult education programs. While the Legislature has used the model to allocate new funding to these programs, it has not used the model to reallocate districts’ base funding for career and adult education programs. If used to reallocate existing funding, the model would substantially change the funding levels received by some districts. The model’s use of program cost weights is reasonable. However, the model’s treatment of tuition creates a disincentive for districts to charge tuition above the state average or to rigorously enforce residency requirements. The Legislature could

³ We could not identify the amount of fixed capital outlay funds used specifically for the career and adult education program as districts aggregate these funds for all programs including K-12 and adult and career education.

consider several options to modify the funding model and better equalize career and adult education funding across districts.

How are state career and adult education funds currently allocated to school districts, and how would this allocation be changed if the department’s model were fully used?

Since 1997, the Legislature has allocated career and adult education funding to school districts largely based on historical funding levels. Current funding allocations remain largely based on districts’ Fiscal Year 1996-97 base year, with small adjustments for performance and workload.⁴ See Appendix B for more information on the methods that have been historically used to allocate career and adult education funding.

While this approach generally provided districts funding continuity from year to year, it did not adjust program funding to reflect changes in their student enrollment or program costs. As a result, districts that created new high cost programs that served a large number of students did not receive additional funding while those that closed programs did not have their funding reduced. Over time, this funding methodology no longer matched districts’ enrollment with the funding amounts they received.

In 2006, the Department of Education developed a new model to assess school district funding needs for career and adult education programs. The Legislature used the model to allocate funding increases to school districts in Fiscal Year 2007-08, but it has not used the model to reallocate the districts’ base career and adult education funding. Due to declining state revenues, the Legislature did not use the model to allocate additional funds to districts

in Fiscal Years 2008-09 and 2009-10, but instead allocated funds by reducing the districts’ previous year’s appropriations.

In general, the new funding model estimates the funding needed by districts for career and adult education programs based on the number of students they enroll and estimates of the relative costs of the programs they offer. Thus, the methodology increases funding to districts that offer higher cost programs to larger numbers of students, while providing less state funding to districts that offer less expensive programs to smaller numbers of students.

The funding model has five major components:

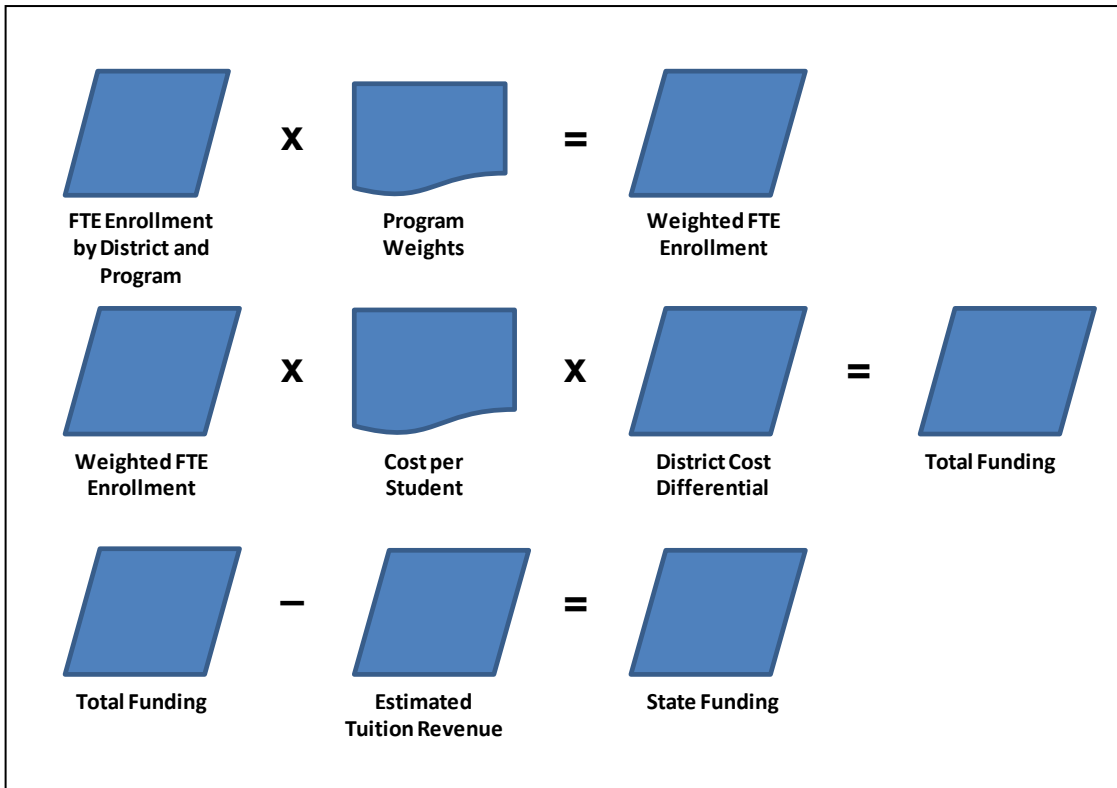
- a base cost per student;
- the number of fulltime equivalent students enrolled in each program;
- a cost factor for the relative cost of each program; more costly programs are assigned a higher cost weight generating more state funding; program cost weights range from 0.20 for apprenticeship programs’ on-the-job training component to 2.0 for high cost career and technical education programs;
- a district cost differential that adjusts each district’s funding based on the relative cost to educate students in the county; and
- an adjustment that reduces the funding level produced by the first four components by the estimated career and adult education tuition revenue received by the district.

Exhibit 3 shows how the model calculates funding for districts.

⁴ Prior to 1997, school districts’ career and adult education programs were funded as part of the Florida Education Finance Program (FEFP), which is based on program enrollments and relative program costs. The FEFP, the state’s primary mechanism for funding the operating costs of Florida school districts, allocates funds to districts based on full time equivalent (FTE) student enrollments that are weighted to reflect varying program costs.

Exhibit 3

The Department’s Funding Formula for Career and Adult Education Has Several Components



Source: OPPAGA analysis of information provided by the Florida Department of Education.

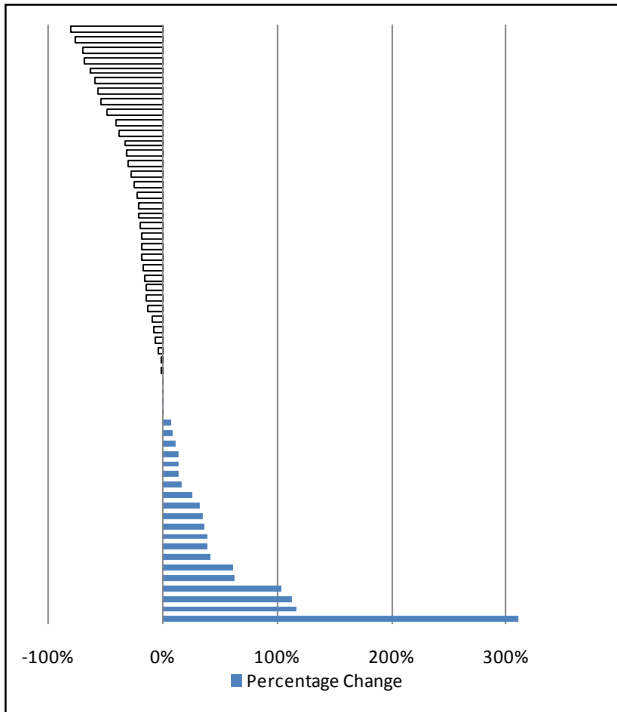
If fully used, the model would substantially reallocate districts’ career and adult education funding. If the current funding model was applied using statewide Fiscal Year 2009-10 funding levels, most districts would receive substantially different allocations of career and adult education funding. These changes would range from one district losing 80% of its current funding to a district receiving 311% of its current funding. As shown in Exhibit 4, almost a quarter of the districts (14) would lose more than 30% of their current funding while a fifth (12) would see funding increases over 30%.⁵ Appendix C gives more information on potential funding reallocations by district. Unlike the Florida

college funding model, the department’s district workforce funding model does not include a base level of funding for districts with very small programs. As a result, the highest percentage funding reductions would occur in these districts.

The funding shifts primarily reflect changes in districts’ enrollment levels and estimated program costs since Fiscal Year 1996-97. For example, over the last six years, enrollment in career education programs has declined by over 69% in one district while another district has experienced 87% enrollment growth in these programs.

⁵ This does not include Madison County, which is phasing in its programs.

**Exhibit 4
District Funding Levels Would Change if the Model
Was Used to Distribute Fiscal Year 2009-10
Funding**



Source: OPPAGA analysis of information provided by the Florida Department of Education.

Does the funding model use reasonable program cost estimates?

The model’s use of program cost weights appears to be reasonable and adjusts state funding to reflect the relative cost of the career and adult education programs each district provides. The weights are based on professional judgment rather than actual cost data, but this approach appears appropriate given the limitations in current data.

The funding model relies on program weights that are based on estimates rather than actual program cost data. The model uses six program weights to account for differences in the cost of career and adult education program. These weights are applied to the enrollment of each program, and thus increase funding for more expensive programs and decrease funding for less expensive programs. The weights are based on estimates rather than

actual expenditures because the Department of Education does not require school districts to report expenditures by program. As a result of reporting by categories, it is not possible to calculate statewide average costs for individual programs. In the absence of data on actual program costs, the Department of Education used input from school district program directors to develop the model’s program weights. These weights were developed by the District Workforce Education Funding Steering Committee, which included several local program directors, based on member’s experience and professional judgment. This approach was similar to the one used to construct program weights for the funding models used by Florida colleges and universities in the past.

It would be difficult to develop more precise program cost weights. To assess whether it would be practicable to develop more precise cost weights for career and adult education programs, we obtained actual expenditure data from 20 districts; these districts provided estimated program expenditures for 167 programs.

The data showed substantial variation in the reported costs districts provided for similar programs. For example, the cost per contact hour reported by districts for administrative assistant career education programs ranged from \$2.72 to \$19.02 per contact hour. As a result, we found no consistent patterns that could be used as a basis for determining precise program cost weights or whether programs could be classified as relatively low, medium, or high cost.

When we found that cost data could not reliably identify high and low cost programs, we looked at department class size information to see if it could be used as a proxy to identify high and low cost programs. However, class size information exhibited similar variations among districts and could not be used to identify high and low cost programs.

Fluctuations in program enrollment levels may make it difficult to use actual cost or class size data to establish program weights. Program enrollment levels, particularly fluctuations in enrollment, can affect a program's cost per contact hour. For example, new programs often have low enrollment levels and thus higher costs per student contact hour; these per-student costs would decline as enrollment grows over time.

Enrollment levels in career and adult education programs tend to vary substantially over time. We analyzed career education program enrollment data from Fiscal Year 2002-03 to 2007-08 and found that almost half of programs at individual institutions (48.6%) did not exist for the entire six-year period.^{6,7} Consequently, these programs had significant enrollment fluctuations over time. The programs that had existed for the entire six-year period also had substantial enrollment variations—about 60% of these programs had enrollment in some years that was at least twice the size of their enrollment in other years. These variations in enrollment levels account for much of the inconsistency we found in the program cost data reported by districts. Due to this variation, the department's approach of estimating program costs through the District Workforce Education Funding Steering Committee is currently the most appropriate method for addressing this issue.

⁶ Longstanding concerns about the inaccuracy of Adult Education enrollment reporting have resulted in legislative and Department of Education initiatives to improve enrollment reporting for these programs. Because these efforts are still underway, we focused our analysis on career education enrollment. Apprenticeship programs operate as supervised work in the private sector supplemented by classroom instruction. Because of the complex nature of these programs we did not include them in our enrollment analysis.

⁷ We analyzed a total of 1,318 examples covering 195 different career education classroom programs in the 38 school districts that reported enrollment in these programs over the six-year period of 2002-03 to 2007-08 to assess the levels of enrollment fluctuation.

Does the funding model treat tuition in an appropriate manner?

The funding model creates an incentive for districts to charge low tuition for career and adult education programs because the model reduces state funding by the amount of revenue received by districts. The model also creates an incentive for districts to not rigorously enforce residency requirements for these programs, which can increase the state's funding burden for individual districts.

The funding model penalizes districts for charging above average tuition. Career education programs are primarily funded by state funds and student tuition. Florida statutes allow school boards to adopt tuition and out-of-state fees that may vary by up to 5% percent below and 5% above the standard tuition and out-of-state fees.⁸

The department's funding model penalizes districts that charge higher tuition levels. This occurs because the model deducts an estimate of districts' actual tuition revenues from the state funding level generated by the model. This creates an incentive for districts to charge low tuition levels, as state funding will make up the difference if they charge below-standard tuition, and it nullifies the intent of allowing districts to charge above-standard tuition to generate additional local revenues. In contrast, the funding model the Legislature has used for Florida colleges and universities relies on a standard fee to account for tuition, which prevents institutions from being penalized or benefitting in their general revenue allocations when standard fees are not charged.

District variations in student residency policies may result in differences in student tuition costs and increases in the state funding burden for some districts. Florida statutes require that student tuition and fees charged to nonresidents must offset the full cost of their instruction.⁹ For 2009-10, the

⁸ Section 1009.22(3)(e), *F. S.*

⁹ Section 1009.22(3)(a), *F. S.*

standard resident fee for career education programs is \$1.91 per contact hour while the non-resident fee is \$5.73 per contact hour. Students who are state residents thus receive a subsidy of \$3.82 per contact hour in state funds while non-resident students are to pay the full cost. While Florida statutes list criteria state colleges and universities are to use to classify students as residents or nonresidents for the purpose of assessing tuition, the statutes do not require school districts to use these criteria.¹⁰

Because there is no statewide policy that specifies how districts are to determine whether students are Florida residents, districts have developed their own policies governing residency determination. This results in differences in how districts assess tuition to students throughout the state. Our review of the residency determination policies followed by the 13 districts with the highest postsecondary populations found that districts used varying methods to determine residency status.¹¹ While the 11 districts we spoke with that offer career and technical programs reported that they charge non-resident fees to some career education students, most did not follow the steps required for determining residency at Florida's colleges and universities.

- Six of the 11 districts reported they do not have a process during registration to determine if a career education student is financially dependent on their parents or is an independent person. However, two of the districts that have a process rely on self-reporting. In contrast, Florida's colleges and universities are required to determine the dependency status of students as the first step in the residency determination process; if students are dependent on their

parents, institutions must verify the parents' residency status. In all cases documentation is required by colleges and universities.

- Eight of the districts reported they require a single document such as a drivers' license to verify residency. One district reported it will accept a Florida driver's license or two other documents to verify residency while another district reported it recently started requiring two documents. However, three districts reported they do not require documentation of residency beyond a student's self-report. Colleges and universities are required to examine multiple documents to verify residency.
- Five districts reported they determine residency by requiring students to provide evidence that they have been a Florida resident for a minimum of 12 months and one district reported requiring evidence of residency during the previous school year. However, four districts reported they do not require students to provide evidence of being a Florida resident for a specified period of time. As required by s. 1009.21(3)(c), *Florida Statutes*, colleges and universities must require students to provide two or more documents that verify that they have been a Florida resident for the 12 consecutive months prior to enrollment.

The majority of the 13 districts reported that they have a policy for determining the residency of adult education students. Seven districts reported they required only one form of identification. Others required identification such as picture identification plus one additional document.

Florida statutes provide that most students who have a high school diploma or its equivalent, or who test above the 8th grade level may be charged fees for adult general education programs.^{12, 13} However, districts

¹⁰ Section 1009.21, *F. S.*

¹¹ We examined the policies used by 13 districts; Brevard, Broward, Collier, Hillsborough, Lee, Manatee, Marion, Miami-Dade, Orange, Osceola, Pasco, Palm Beach, and Pinellas. Eleven of these districts offer both Adult Education and Career and Technical programs. Brevard and Palm Beach offer only adult education programs. These school districts served a total of 406,695 students in 2007-08, representing 84% of the state's total school district adult and technical program enrollment.

¹² Districts may waive fees up to the percentage of potential revenue that is established in the General Appropriations Act (currently 8%).

also have varying policies for charging fees to non-resident adult education students who meet these criteria.

- One district reported that it uses its authority to waive fees for adult education students and that it allows students to change their residency status from one semester to the next. Similarly, another district reported that it rarely charges adult education fees.
- Two districts report only charging a fee if the adult education student has a high school diploma.
- One district reported that it only charges for the GED test.
- One district reported that it only changes non-resident fees to adult education students from another country.
- Four districts reported they do not charge non-resident fees to adult education students.

These variations in district residency tuition policies can increase the state's funding burden for career and adult education programs, and are inconsistent with the general legislative intent that out-of-state students pay the full cost of the programs they attend. However, the funding model creates an incentive for districts to not rigorously enforce residency requirements, as it reduces state funding to districts that receive higher levels of out-of-state tuition for these programs.

What options could the Legislature consider to modify the funding model?

As discussed above, the current allocation of career and adult education funding to school districts is based largely on outdated historical funding patterns and no longer reflects actual district costs to provide these programs. While the Legislature has used the department's model to allocate new funding to these programs, it has not used the model to reallocate districts' base funding for career and

adult education programs. If fully used, the model would substantially change the funding levels received by some districts.

If the Legislature wishes to use the department's funding model to allocate funding for career and adult education programs, it could consider adopting one of several options to equalize funding among districts. It could also take steps to improve the funding model.

The Legislature could consider options for equalizing district funding. The Legislature could adopt one of several options for equalizing district funding for career and adult education programs using the funding model. These options are to reallocate existing funds among the districts, to address inequalities through allocations of additional funds, and to target reductions to districts that are receiving more funds than indicated by the model. Four possible options are described below.

The first option would be to use the model to reallocate all career and adult education funds among districts to reflect the districts' current programs and costs. This option would resolve the disparity among districts, but would require substantial funding shifts—33 districts would experience funding reductions; in 14 districts, these reductions would be more than one-third of their current allocations. This would likely require these districts to lay off faculty, close programs, or substantially cut the programs' enrollment.

The second option would be to target new funding to those districts that are currently receiving less funding than indicated by the model, which would address funding inequality over time. The department has requested that this approach be phased in over three years, and has requested that the Legislature appropriate \$10.7 million for this purpose for Fiscal Year 2010-11 and an additional \$21.3 million in future years. This approach would ensure that no districts lose funding while reducing the variation between districts' funding levels.

¹³Section 1009.25(1), *F.S.*

A third option would be for the Legislature to target budget reductions to those districts that currently receive more career and adult education funding than average as indicated by the model. It could do so by establishing a target measure of acceptable variation in funding, and targeting funding reductions at those districts that receive higher funding levels. However, due to fluctuations in program enrollment levels, it is questionable whether funding per student can be made consistent among districts in all years.

A fourth option could be a combination of options 2 and 3. This approach would reduce more funding to the districts that are currently funded above average when reductions are needed and when increases are provided, give more to districts that are currently funded below the statewide average.

Finally, funding adjustments could be phased in over time, to minimize potential disruption of current programs.

The department and the Legislature can make modifications to improve the funding model. These modifications include those described below.

- *Establishing a standard tuition rate in the model for each district.* The model currently penalizes districts that charge higher than average tuition because it deducts an estimate of the district’s actual tuition revenues from the amount of state funding. To address this, the model could apply a standard tuition fee to all districts as is done for funding state colleges and universities. To implement this change, the department would need to collect data on the number of fee paying resident and non-resident

students across the state and calculate fee revenue by applying a standard fee to all districts; this would require the State Board of Education to ensure that districts implement consistent and complete reporting of students’ fee paying status.

- *Amending statutes to require school districts to consistently determine student residency status.* Section 1009.21, *Florida Statutes*, provides criteria that Florida colleges and universities must use to classify students as residents or nonresidents for the purpose of assessing tuition. The Legislature could consider requiring school districts to use these standards to determine student residency for career and adult education programs, which would provide more statewide consistency in these determinations and could produce cost savings for the state because it would no longer be subsidizing the cost of education or non-resident students.
- Include a base level of funding in the model for districts with very small programs.
- Use a three-year rolling average of enrollment as is done for Florida colleges in order to stabilize funding and offset enrollment fluctuations in these programs.

Agency Response

In accordance with the provisions of s. 11.51(5), *Florida Statutes*, a draft of our report was submitted to the Florida Department of Education to review and respond. The Commissioner of Education’s written response has been reprinted herein in Appendix D.

OPPAGA supports the Florida Legislature by providing evaluative research and objective analyses to promote government accountability and the efficient and effective use of public resources. This project was conducted in accordance with applicable evaluation standards. Copies of this report in print or alternate accessible format may be obtained by telephone (850/488-0021 or 800/531-2477), by FAX (850/487-3804), in person, or by mail (OPPAGA Report Production, Claude Pepper Building, Room 312, 111 W. Madison St., Tallahassee, FL 32399-1475). Cover photo by Mark Foley.

OPPAGA Website: www.oppaga.state.fl.us

Project supervised by Tim Elwell (850/487-9228) and Claire Mazur
 Project conducted Bob Cox, Kathleen Del Monte, Glenda Rabby, and Brian Underhill
 Jane Fletcher, Staff Director, Education Policy Area
 Gary R. VanLandingham, Ph. D., OPPAGA Director

Appendix A

Adult Education Programs

School districts offer a variety of adult education programs. As shown in Table A-1 these programs range from General Education Development (GED), which prepares students to take a test to qualify for a high school diploma, to more specialized programs. These programs range from providing specialized services to disabled students, with the goal of the student participating in home and community activities or obtaining employment, to a program that provides literacy training for students who are learning English and are illiterate in their native language.

Table A-1
School Districts Can Offer an Array of Adult Education Programs

Adult Basic Education improves students' employability through instruction in mathematics, reading, language, and workforce readiness skills at a grade level equivalency below the ninth grade level.
Adult High School Credit Program provides credit courses of instruction preparing adult high school students to successfully complete credits leading to a high school diploma. Coursework is at the high school grade level (9th through 12th grade levels).
General Educational Development (GED) Program/Pre-GED Program provides courses of instruction preparing students to successfully complete the five General Educational Development subject area tests (mathematics parts I-II, language arts writing, science, language arts reading, and social studies) leading to qualification for a Florida high school diploma. GED coursework is at the high school grade level, while pre-GED is applicable for students functioning at the 6.0-8.9 grade levels.
Vocational-Preparatory Instruction provides students with instruction to attain academic and workforce readiness skills ranging from functional literacy through the eighth grade level or higher, so that students may pursue career and technical education leading to a certificate or higher-level career and technical education.
Adult English for Speakers of Other Languages (ESOL)/Adult English as a Second Language (ESL) and related programs including English Literacy for Career and Technical Education for the workplace. These programs provide non-credit English language courses designed to improve students' employability by developing communication skills and cultural competencies that enhance the ability to read, write, speak, and listen in English. Specific English language programs also
Workplace Readiness Skills Training for Limited English Proficient Students provides basic skills necessary to function in entry-level occupations or to receive training for technological advances in the workplace.
Adults with Disabilities provides specialized services to disabled Adult General Education students. Areas of instruction include literacy, work-related behaviors, and daily living skills, with the goal of the student participating in home and community activities or obtaining employment. This program is solely funded through state legislative appropriations.
Citizenship programs prepare adults for success in becoming naturalized citizens of the U.S. by passing the citizenship test. Content includes U.S. history, government, culture with specific emphasis on rights and responsibilities under the U.S. Constitution.

Source: Florida Department of Education.

Appendix B

Historical Funding Methods for Career and Adult Education Programs

Table B-1 details changes in the funding method for school district career and adult education programs since 1997, including efforts to fund the programs through the Florida Educational Finance Program (FEFP), performance funding, and historical funding levels.

Table B-1
The Funding Method for Career and Adult Education Has Changed Over Time

Fiscal Year	Funding Method Used to Distribute State Appropriations	Legislative Appropriation to School Districts
Prior to 1997	Funds allocated for career through the Florida Education Finance Program (FEFP)	
1997-98	Program funds allocated based on prior year allocation. Chapter 97-307, <i>Laws of Florida</i> , required the Department of Education to develop the Workforce Development Education Funding Formula.	\$435,538,646
1998-99	Program funds allocated based on prior year allocation. The Department of Education continued to develop the Workforce Development Education Funding Formula.	\$417,640,729
1999-00	Workforce Development Education Funding Formula used to fund districts' and Florida colleges' career and adult education programs. Formula allocated 15% of funds through a formula that awards points for positive performance, such as training students for high skills/high-wage occupations. The remaining 85% of the funding was based on the based on the prior year's funding level.	\$402,840,652
2000-01	Workforce Development Education Funding Formula used to allocate funds to districts and Florida colleges for career and adult education programs. <ul style="list-style-type: none"> ▪ \$15 million in new funding was added to the fund for distribution based on performance. 	\$407,025,398
2001-02	Workforce Development Education Funding Formula used to allocate funds to districts and Florida colleges for career and adult education programs.	\$379,318,081
2002-03	Workforce Development Education Funding Formula not used, funds allocated based on prior year allocation <ul style="list-style-type: none"> ▪ Funding for school districts and Florida colleges separated 	\$381,459,332
2003-04	Workforce Development Education Funding Formula not used; funds allocated based on prior year allocation <ul style="list-style-type: none"> ▪ Funding for school districts reduced 	\$378,849,510
2004-05	No standard funding formula. <ul style="list-style-type: none"> ▪ Districts received \$10 million in new funding added to the 2003-04 base allocation; new funding distributed based on the three year average performance points (weighted program completions and placements) ▪ Legislature removed Workforce Development Education Funding Formula from statute 	\$388,695,114
2005-06	No standard funding formula. <ul style="list-style-type: none"> ▪ Districts received new funding through two categories: <ol style="list-style-type: none"> 1. \$5,000,000 in workload funding (one percent cost-to-continue increase for all institutions and about \$1 million for districts under the state average funding level); and 2. \$5,000,000 in performance-based incentive funding, distributed based on the three year average performance points (the performance funding does not roll into the institution's base) 	\$398,695,114

Fiscal Year	Funding Method Used to Distribute State Appropriations	Legislative Appropriation to School Districts
2006-07	No standard funding formula <ul style="list-style-type: none"> ▪ Two major issues were funded: <ol style="list-style-type: none"> 1. Increase of \$4 million in performance funding (total performance funding now totaled \$9 million) 2. Economy Driven, Workload and special issues (\$14.5 million provided for across the board increase of about 3% and workload/equity funding for certain districts; \$438,808 provided to Hillsborough County for transfer of an apprenticeship program) New workload/equity funding model under development	\$417,633,922
2007-08	No standard funding formula. <ul style="list-style-type: none"> ▪ Districts received an increase of \$10 million in Workforce Development funds distributed based on: <ol style="list-style-type: none"> 1. 1% Cost of Continue and 2. Workload/equity funding model ▪ Performance-based incentives increased by \$1.5 million to a total of \$10.5 million; new performance funding model was used 	\$429,133,922
2007-08 Special Session	No standard funding formula <ul style="list-style-type: none"> ▪ Base funding reduced 2.4% and performance-based funds reduced 1.4% 	\$419,040,744
2008-09	Original Appropriations	\$389,951,470
2008-09 Special Session	Reduced Performance Incentive Funds by \$239,440	\$389,712,030
2009-10	In the regular session, the Workforce Development fund was reduced by \$6.6 million and the Performance Incentive fund was reduced by \$460,000 for a total reduction of \$7.1 million	\$382,589,931

Source: Florida Department of Education.

Appendix C

Application of Current Funding Model

Table C-1 shows the current funding level for school district career and adult education programs, the allocations districts would receive if these funds were allocated using the Department of Education funding model, and the differences in allocations districts would receive if the funding method were changed.

Table C-1
Using the Current Funding Model Would Result in a Reallocation of Resources Among Districts¹

District	2009-10 Total State Appropriation and Tuition	DOE Formula Reduced to 2009-10 Statewide Total	Difference	Percentage Change
Alachua	\$1,311,477	\$476,641	(834,836)	-63.66%
Baker	\$184,025	\$152,690	(31,335)	-17.03%
Bay	\$3,815,269	\$3,095,140	(720,130)	-18.87%
Bradford	\$1,227,946	\$1,393,169	165,223	13.46%
Brevard	\$3,004,486	\$4,050,132	1,045,646	34.80%
Broward	\$71,632,042	\$79,676,960	8,044,918	11.23%
Calhoun	\$170,517	\$40,642	(129,875)	-76.17%
Charlotte	\$3,289,608	\$2,770,950	(518,657)	-15.77%
Citrus	\$3,389,112	\$3,856,491	467,380	13.79%
Clay	\$947,298	\$483,356	(463,942)	-48.98%
Collier	\$7,998,314	\$9,103,165	1,104,851	13.81%
Columbia	\$317,386	\$344,994	27,608	8.70%
Miami-Dade	\$99,503,672	\$85,046,232	(14,457,440)	-14.53%
DeSoto	\$898,903	\$612,068	(286,835)	-31.91%
Dixie	\$78,719	\$79,626	906	1.15%
Duval				
Escambia	\$5,479,387	\$5,140,166	(339,221)	-6.19%
Flagler	\$2,737,871	\$1,696,210	(1,041,661)	-38.05%
Franklin	\$54,707	\$10,994	(43,713)	-79.90%
Gadsden	\$769,625	\$1,091,206	321,581	41.78%
Gilchrist				
Glades	\$6,975	\$9,657	2,682	38.45%
Gulf	\$158,880	\$72,738	(86,142)	-54.22%
Hamilton	\$74,808	\$59,713	(15,095)	-20.18%
Hardee	\$276,107	\$225,864	(50,243)	-18.20%
Hendry	\$406,465	\$351,795	(54,670)	-13.45%
Hernando	\$502,257	\$505,564	3,307	0.66%
Highlands				
Hillsborough	\$35,211,056	\$35,224,325	13,269	0.04%
Holmes				
Indian River	\$1,082,462	\$2,343,178	1,260,716	116.47%
Jackson	\$511,536	\$344,999	(166,537)	-32.56%

District	2009-10 Total State Appropriation and Tuition	DOE Formula Reduced to 2009-10 Statewide Total	Difference	Percentage Change
Jefferson	\$179,613	\$72,153	(107,460)	-59.83%
Lafayette	\$45,296	\$35,905	(9,391)	-20.73%
Lake	\$5,353,404	\$4,875,206	(478,197)	-8.93%
Lee	\$11,980,713	\$11,889,598	(91,115)	-0.76%
Leon	\$6,352,794	\$6,340,584	(12,210)	-0.19%
Levy				
Liberty	\$37,155	\$152,647	115,492	310.84%
Madison	\$35,110	\$35,110		
Manatee	\$8,286,640	\$11,472,098	3,185,458	38.44%
Marion	\$4,108,335	\$5,139,518	1,031,184	25.10%
Martin	\$2,280,041	\$1,783,973	(496,068)	-21.76%
Monroe	\$961,648	\$1,310,255	348,607	36.25%
Nassau	\$186,353	\$378,811	192,458	103.28%
Okaloosa	\$2,846,677	\$1,980,827	(865,850)	-30.42%
Okeechobee				
Orange	\$36,119,006	\$34,843,694	(1,275,312)	-3.53%
Osceola	\$5,225,156	\$8,461,499	3,236,343	61.94%
Palm Beach	\$15,610,924	\$25,371,488	9,760,564	62.52%
Pasco	\$3,600,615	\$4,195,521	594,906	16.52%
Pinellas	\$26,938,570	\$24,789,689	(2,148,881)	-7.98%
Polk	\$11,936,444	\$10,149,458	(1,786,986)	-14.97%
Putnam	\$479,235	\$634,268	155,033	32.35%
St. Johns	\$7,094,299	\$5,741,129	(1,353,171)	-19.07%
St. Lucie				
Santa Rosa	\$1,824,275	\$1,378,605	(445,670)	-24.43%
Sarasota	\$11,548,911	\$9,027,936	(2,520,976)	-21.83%
Seminole				
Sumter	\$270,901	\$161,739	(109,162)	-40.30%
Suwannee	\$1,137,725	\$827,636	(310,089)	-27.26%
Taylor	\$1,501,359	\$1,608,114	106,754	7.11%
Union	\$160,939	\$50,892	(110,047)	-68.38%
Volusia				
Wakulla	\$272,077	\$116,833	(155,244)	-57.06%
Walton	\$269,863	\$575,686	305,823	113.33%
Washington	\$3,869,738	\$3,917,185	47,447	1.23%
Washington Special (Dozier School for Boys).	\$31,640	\$9,644	(21,996)	-69.52%
STATE	\$415,586,365	\$415,586,365		

¹ Districts with no data do not offer workforce education programs.

Source: Florida Department of Education funding model, modified by OPPAGA to reflect current statewide state funding and estimated fee revenue.

Appendix D

Agency Response

FLORIDA DEPARTMENT OF EDUCATION



Eric J. Smith
Commissioner of Education



STATE BOARD OF EDUCATION

T. WILLARD FAIR, *Chairman*

Members

PETER BOULWARE

AKSHAY DESAI

ROBERTO MARTÍNEZ

JOHN R. PADGET

KATHLEEN SHANAHAN

LINDA K. TAYLOR

February 16, 2010

Dr. Gary R. VanLandingham
Director
Office of Program Policy Analysis
and Government Accountability
111 West Madison Street, Room 312
Tallahassee, Florida 32399-1475

Dear Dr. VanLandingham:

Thank you for the opportunity to respond to the draft report entitled *Funding Model for Career and Adult Education Is Reasonable but Needs Some Improvements*. The Department of Education (Department) agrees with the recommendations. Specifically in the section of the report regarding modifications to the funding model, the Department would like to note the following:

- The Department agrees that consistent policies on residency for tuition purposes are important. The Department has drafted an amendment to section 1009.21, Florida Statutes, which would ensure that policies on tuition and residency status are consistent for all district adult and postsecondary programs.
- The Department supports the use of the standard tuition in the calculation of fee revenue. We will review the recommendation with the members of the District Funding Steering Committee and legislative staff.
- The Department supports a model which would recognize a minimum level of funding for districts with small programs and the use of an average full-time equivalent (FTE) in the workload calculation used in the model.

We appreciate the time and effort that your organization devoted to ensuring the funds for district workforce education are allocated in a fair and equitable manner and are consistent with policies for other postsecondary sectors.

Sincerely,

Dr. Eric J. Smith

tg/br