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# School Districts and Colleges Share Responsibility for Workforce Education; Duplication Is Minimal

## *at a glance*

School districts and Florida College System institutions share responsibility for delivering workforce education programs using state, federal, and local funds. The state distributes these funds using different allocation methods for the two systems.

School districts and colleges make local decisions on how to divide workforce education responsibilities, which results in variations in service delivery throughout the state. While the two systems are authorized to offer similar programs, districts and colleges typically avoid duplicating local training programs.

## Scope

As directed by the Florida Legislature, OPPAGA examined the workforce education programs provided by school districts and the Florida College System. This report is part of a series on workforce education and addresses two questions.

- How are Florida's workforce education programs funded?
- How do school districts and colleges determine what workforce education programs to offer and do they avoid duplication in these programs?

Companion reports assess the option of consolidating responsibility for workforce education programs, the performance outcomes of these programs, and the adult education programs

provided by districts and colleges. A final report summarizes this series of reports and provides recommendations.

## Background

Florida's workforce education programs help individuals attain skills needed to become or remain economically self-sufficient. These programs provide training designed to meet local and state workforce needs and help Florida compete in the global economy by building a broadly based, highly skilled, and productive workforce.

Workforce education programs include both postsecondary career education and adult education programs. Postsecondary career education programs prepare individuals for specific occupations and award various credentials upon completion. Adult general education programs provide literacy, basic skills, and English language training to help individuals improve their job performance and/or move to higher paying jobs.

In general, Florida law authorizes school districts and Florida College System institutions to offer similar types of workforce education programs (see Exhibit 1). However, school districts cannot offer college credit programs such as associate in science degrees.<sup>1</sup>

<sup>1</sup> Section 1011.80(2), *F.S.*

**Exhibit 1  
Both School Districts and Florida College System Institutions Offer Workforce Education Programs**

Program Type	Program Description	Florida College System	School Districts
<b>Postsecondary Career Education Programs – Degree and College Credit</b>			
Associate in Science Degree	A two-year technical degree that prepares students for employment; some associate in science degrees are transferrable toward bachelor’s degrees	X	
Associate in Applied Science Degree	A two-year technical degree indicating that a student has trained in a particular field and is prepared for employment; the coursework is more applied than an associate in science degree, and the degree is not intended to transfer to a bachelor’s degree program	X	
College Credit Certificate (PSV Certificate)	A short-term college credit career education program that is part of an associate in science or associate in applied science degree, consisting of the technical courses required for these degrees but not the general education courses	X	
<b>Postsecondary Career Education Programs – Vocational Credit</b>			
Applied Technology Diploma	A short-term program that is part of an associate in science or associate in applied science degree that leads to employment in a specific occupation; may provide either vocational credit or college credit	X	X
Adult Vocational Certificate	A vocational credit program that trains students in technical skills that enable them to attain and sustain employment and realize economic self-sufficiency. Adult vocational certificate programs do not require students to have high school diplomas to enroll in the program, but students must attain a specified score on a basic skills exam to complete the certificate program.	X	X
Apprenticeship	A relatively long (up to five years), highly structured program that provides vocational skill training in a given job through a combination of on-the-job training and classroom instruction	X	X
<b>Adult Education Programs</b>			
Adult Basic Education	Basic literacy and life skills training for adults who are performing below the ninth grade level in reading, mathematics, and language arts	X	X
Adult High School	Instruction that prepares adult students to successfully complete credits leading to a high school diploma. Coursework is at the high school grade level (9th through 12th grade levels).	X	X
Adult High School (co-enrollment)	Instruction that provides high school students who lack the credits necessary to graduate with their high school cohort class with the opportunity to obtain those credits	X	X
General Educational Development	Instruction that prepares students to obtain the necessary skills required to pass the Official GED Test and be awarded a State of Florida High School Diploma; for students who are performing at the ninth grade level or above	X	X
Adult English for Speakers of Other Languages	Instruction in the English language for adults who need to increase their ability to communicate in English for a variety of purposes including employment, education, and life in the United States	X	X
Citizenship	Instruction that prepares students for success in the naturalization process required for all who have United States Citizenship as a goal	X	X
Applied Academics for Adult Education <sup>1</sup>	Non-credit remedial instruction for students enrolled in Adult Vocational Certificate programs whose results on the Test for Adult Basic Education indicate a need for remediation	X	X

<sup>1</sup> Formerly ‘Vocational Preparatory Instruction’.

Source: Department of Education.

In addition to the adult workforce education programs shown in Exhibit 1, school districts offer career education programs and courses for high school students. These programs may be provided in a career academy format in which students take several courses related to a specific career, such as culinary arts, nursing, and information technology.

The Department of Education’s Division of Career and Adult Education is primarily responsible for state-level governance of both school district and college workforce education programs, including

the development of curriculum frameworks, management of federal funding, and providing technical assistance. The department’s Division of Florida Colleges works collaboratively with the Division of Career and Adult Education to help colleges and districts implement workforce education programs; the two divisions develop and submit separate budget requests for college and district programs, respectively.

Methodology. To identify and assess the service delivery structure of local workforce education

programs, we interviewed school district superintendents and state college presidents and collected information on the programs that both systems offer at the local level. We also conducted case studies of 11 Florida colleges and the 24 school districts in these colleges' service areas.<sup>2</sup> In our case studies, we conducted site visits to colleges and school districts, interviewed adult education and secondary and postsecondary career education administrators, and collected detailed information on the workforce education programs they offered. We also analyzed statewide enrollment data maintained by the Department of Education. See Appendix A for more information about our methodology.

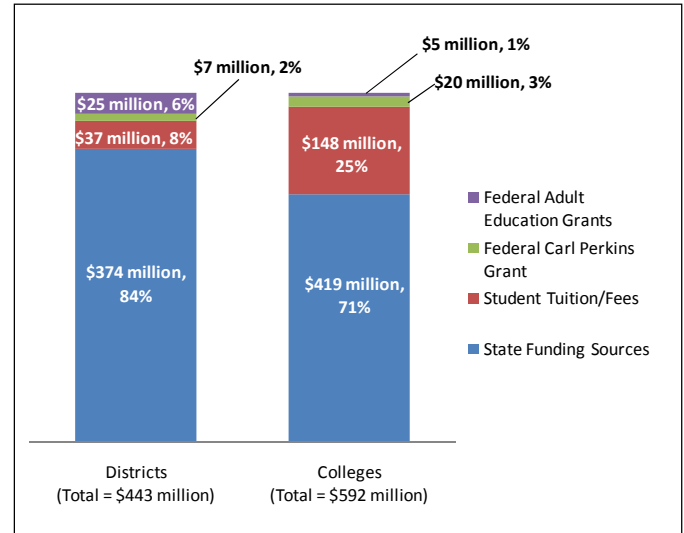
## Questions & Answers —

### How are Florida's workforce education programs funded?

School districts and colleges are expected to receive approximately \$1.0 billion to support workforce education programs in Fiscal Year 2010-11. These funds were derived from state, local (student tuition and fees), and federal sources. Of this total, approximately \$749 million is expected to be spent on postsecondary career education and \$287 million on adult education.

As shown in Exhibit 2, most program funds (approximately \$374 million or 85% of total funds provided to districts, and \$419 million or 71% of total funds provided to colleges) are expected to come from state resources including general revenue and lottery funds. The state uses different funding policies and allocation models for school district and college workforce education programs.

**Exhibit 2**  
Workforce Education is Primarily Funded by State Resources



Source: OPPAGA analysis of Department of Education data.

Districts and colleges receive state workforce education funding based on different policies and models. The Legislature appropriated approximately \$793 million in general revenue and lottery funds to school districts and colleges to support their workforce education programs in Fiscal Year 2010-11. This total included approximately \$374 million for districts and \$419 million for colleges.<sup>3</sup>

The Legislature appropriated these funds based on different budgeting policies. Districts received a specific lump sum appropriation for workforce education through the Workforce Development Fund (\$369 million) as well as a \$5 million appropriation for performance-based incentives. Colleges' workforce education programs were not funded with a separate appropriation; these funds were included in their overall Community College Program Fund appropriations for ongoing operations. The 28 colleges decide what portion of their overall appropriation to spend on workforce education (as opposed to associate in arts degree programs).

Colleges and districts also use different models to develop budget requests for their workforce

<sup>2</sup> Each of the 28 Florida College System institutions has a service area that includes one or more counties, with all 67 counties covered by one of the 28 service areas.

<sup>3</sup> Because colleges are not allocated a specific amount of state funding for workforce education, we used 2008-09 expenditure data to estimate how much of their state funding is used for workforce education.

education programs.<sup>4,5</sup> These models use different methods and assumptions for determining the relative cost of specific programs, and can generate conflicting funding needs for programs offered by both systems. For example, both school districts and colleges provide Fire Fighter II and Cosmetology programs. The school district model assumes that it is more expensive to provide the Firefighter II vocational certificate program than the Cosmetology vocational certificate program; in contrast, the colleges' model assigns a higher cost to the Cosmetology program.

In Fiscal Year 2010-11, districts and colleges expect to collect approximately \$185 million in workforce education tuition and fees, mostly from career education students. Tuition and fees from participating students are expected to provide approximately 8% of the funding for district workforce education programs, and 25% of the funds for colleges' programs. Most of these funds (\$185 million) will be received from students participating in career education programs. Florida law exempts most adult education students from paying tuition and fees; revenues from these students will total an estimated \$240,000.<sup>6</sup> Some career education programs such as culinary arts and automobile repair also generate revenue from sales of products and services.

Federal grants provide a small portion of workforce education funding. Federal grants are expected to provide approximately \$57 million for district and college workforce education programs in Fiscal Year 2010-11. The federal Carl Perkins Grant funds career and technical education; these funds are allocated using federal and state-defined formulas based on the

number of economically disadvantaged students each area serves. The Department of Education allocated \$7 million in Perkins grant funds to school districts for postsecondary career education and \$20 million to Florida colleges.<sup>7</sup>

In addition, school districts and colleges may receive federal adult general, civics and corrections education grants for adult education programs. Districts and colleges submit applications to the department for these grant funds, which are awarded on a competitive basis. For Fiscal Year 2010-11, the department allocated \$25 million from these grants to districts and \$5 million to colleges.

## How do school districts and colleges determine what workforce education programs to offer and do they avoid duplication in these programs?

School districts and colleges locally determine what workforce education programs to provide in their service areas and how to divide responsibility for these programs, resulting in varying delivery systems across the state. The two entities tend to offer different types of workforce education programs and typically avoid duplicating programs within individual counties.

### *School districts and colleges locally determine how to divide responsibility for workforce education programs*

School districts and colleges have local authority to decide what workforce education programs to provide in their service areas and how to organize program delivery. As a result, workforce education programs vary throughout the state, as does the division of responsibility between districts and colleges.

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<sup>4</sup> The school district's funding model is based on the number of full-time equivalent (FTE) students that enroll in workforce education programs, which are weighted to adjust for relative cost differences among specific programs. The model uses six program weights to account for differences in the cost of specific programs.

<sup>5</sup> The Florida College System's funding model does not apply weights to full-time equivalent students. Instead, the model is based on several different components that are added together to calculate the total estimated funding needed for each college. The 'direct instructional funding' component, which accounts for the largest proportion of funding in the model, calculates funding based on the number of full-time equivalent faculty positions needed to teach various instructional disciplines including workforce education programs. The model assigns different faculty class size loads to each discipline to adjust for relative cost differences.

<sup>6</sup> Section 1009.25, F.S.

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<sup>7</sup> In addition, the department allocated \$28 million in Perkins grant funds to school districts for secondary career and technical education programs.

Districts and colleges use a variety of sources to identify local training needs and develop workforce education programs. Each year, the state develops statewide and regional lists of targeted occupations that identify high-demand, high-wage occupations. As discussed in a recent OPPAGA report, most school districts and colleges use these targeted occupations as a starting point for analyzing local occupational demand lists and determining what workforce education programs to offer in their local communities.<sup>8</sup> Districts and colleges also consider additional information such as surveys of local employers and program graduates, business data and requests, and local labor market statistics and databases, such as the Florida Research and Economic Database, when determining what workforce education programs to offer.

The organization of workforce education programs varies throughout the state. School districts and colleges determine how to divide workforce education responsibilities based on a mixture of historical arrangements and ongoing discussions about what programs to offer in a particular community. For example, when community colleges became independent from district school boards (in 1968), Seminole State College and the Seminole County School District agreed that the college would provide all workforce education in the county; this arrangement has continued and the district provides no workforce education programs. In contrast, North Florida Community College and the Madison County School District recently decided that adult education programs would be better provided by the district, so the district now provides all adult education in Madison County.

In some instances (3 of 11 college service areas we examined), the college has a formal agreement with the district(s) in its service area that specifies which entity will provide different types of programs. For example, Brevard Community College and the Brevard County School District have a formal agreement stating that the college is responsible for providing all postsecondary career education

programs and the district is responsible for providing all adult education programs in the county. In addition, in most of the college service areas we examined (8 of 11), colleges and school districts have regular joint meetings to discuss, plan, and coordinate workforce education programs.

Currently, 58 of 67 school districts and all 28 Florida College System institutions offer workforce education programs. These programs are offered at vocational-technical centers, high school and community college campuses, adult education centers, churches, hospitals, and other community locations. Appendix A provides more information on the delivery system structures in the service areas included in our case studies. Appendix B shows which entity provides postsecondary career education and adult education programs in each college service area statewide and corresponding counties.

***School districts and colleges tend to specialize in the types of workforce education programs they offer, which minimizes duplication***

While school districts and colleges can offer similar workforce education programs, duplication in local programs is relatively minor. In practice, the two systems tend to specialize in the types of programs they offer, and in some counties, the two systems share workforce education resources.

Districts and colleges tend to offer different types of programs rather than providing the same training programs within a county. To assess duplication in workforce education programs, we analyzed statewide and institutional enrollment data for career and adult education programs. As shown in Exhibit 3, school districts provide most of the state's adult education (81%), adult vocational certificate (76%), and apprenticeship programs (72%). Colleges provide all degree and college credit programs and the remaining adult education, adult vocational certificate, and apprenticeship programs.

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<sup>8</sup> Florida Should Not Use the Targeted Occupations Lists to Direct All State Funding for Career Education Programs, OPPAGA [Report No. 10-26](#), April 2010.

**Exhibit 3**

**School Districts Provide Most Adult Education in Florida While Colleges Focus on Degree and Credit Programs**

Program	2008-09 School Year			
	College Enrollment <sup>1</sup>	Percentage Enrolled in Colleges	School District Enrollment <sup>1</sup>	Percentage Enrolled in School Districts
<b>Postsecondary Career Education Programs – Degree and College Credit</b>				
Associate in Science Degree	63,441	100%	N/A	N/A
Associate in Applied Science Degree	19,714	100%	N/A	N/A
College Credit Certificate (PSV Certificate)	12,204	100%	N/A	N/A
<b>Total</b>	<b>95,359</b>	<b>100%</b>	<b>N/A</b>	<b>N/A</b>
<b>Postsecondary Career Education Programs – Vocational Credit</b>				
Applied Technology Diploma	2,620	63%	1,542	37%
Adult Vocational Certificate	17,453	24%	54,739	76%
Apprenticeship	4,128	28%	10,694	72%
<b>Total</b>	<b>24,201</b>	<b>27%</b>	<b>66,975</b>	<b>73%</b>
<b>Adult Education Programs<sup>2</sup></b>				
Adult Basic Education	29,300	25%	86,518	75%
Adult High School	4,980	33%	10,126	67%
Adult High School (Co-enrolled)	1,489	2%	60,036	98%
General Educational Development	6,025	31%	13,481	69%
Adult English for Speakers of Other Languages	20,611	16%	109,781	84%
Citizenship	3,793	57%	2,839	43%
<b>Total</b>	<b>66,198</b>	<b>19%</b>	<b>282,783</b>	<b>81%</b>

<sup>1</sup> Enrollment numbers may be duplicated (a student may be enrolled in more than one program at a time).

<sup>2</sup> We did not include enrollment numbers for Applied Academics for Adult Education (formerly Vocational Preparatory Instruction) because it is not a stand-alone adult education program. To be enrolled in Applied Academics for Adult Education, a student must be enrolled in a vocational certificate program.

Source: OPPAGA analysis of Department of Education data.

Colleges tend to offer long-term programs that provide more advanced training for specific occupations, while the districts offer short- to moderate-length programs that train for entry-level positions. For example, while both colleges and school districts offer Nursing programs, enrollment data shows that colleges typically focus on Nursing associate in science degree programs, while school districts generally provide the lower-level Nursing Assistant and Practical Nursing vocational certificate programs. In the 2008-09 school year, school districts served 94% of the students in state-funded Nursing Assistant programs and 80% of the students in Practical Nursing programs.

In a few cases, districts and colleges offered the same career education program within a county during the 2008-09 school year, although this duplication was relatively minor statewide. As

shown in Exhibit 4, there were eight counties in which a school district and a college offered the same career education program.<sup>9</sup> In total, we identified 40 duplicated programs across the state, ranging from 1 in Pasco County to 16 in Miami-Dade County.<sup>10</sup> In some cases, this duplication could be readily addressed by merging the programs offered by the two systems. We identified 6 of the 40 duplicated programs that could be combined without the need to add an additional course or faculty member to an existing

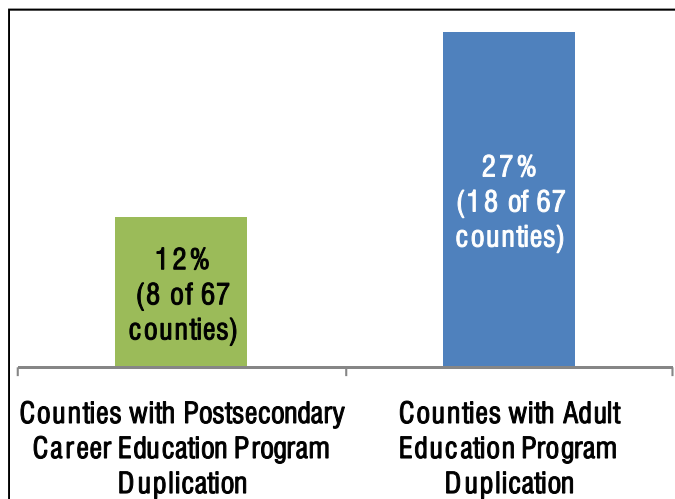
<sup>9</sup> The eight counties were Broward, Escambia, Hillsborough, Indian River, Leon, Marion, Miami-Dade, and Pasco.

<sup>10</sup> In Pasco County, the one duplicated program accounted for 6% of the district’s total number of postsecondary career education programs and 8% of the college’s programs (not including degree programs). In Miami-Dade County, the 16 duplicated programs accounted for 22% of the district’s career education programs and 46% of the college’s programs (not including degree programs).

program.<sup>11</sup> See Appendix C for additional information on these duplicated programs.

As shown in Exhibit 4, districts and colleges were more likely to duplicate adult education programs; we identified 18 counties in which both school districts and colleges offered the same adult education programs in the 2008-09 school year.<sup>12</sup> The districts in these counties were generally the primary adult education providers and had significantly larger enrollments than the colleges. For example, the Hillsborough County School District enrolled approximately 26,000 students in its adult education programs in 2008-09, compared to approximately 1,000 students in these programs at Hillsborough Community College.

**Exhibit 4  
Districts and Colleges Typically Avoid Duplicating Workforce Education Programs within Individual Counties**



Source: OPPAGA analysis of Department of Education enrollment data and interviews with college and district administrators.

Colleges and districts reported that in these cases, there was enough student demand to justify both entities providing these programs, particularly in the health care training area. Some college service areas with duplicated programs cited other reasons for duplication. For example, Miami Dade College and the Miami-Dade County School District offer some of the same apprenticeship programs; however, the college only offers apprenticeships with non-unionized businesses while the district offers programs only with unionized businesses.

Some colleges and districts share resources to meet local workforce education needs. Colleges and districts sometimes share facilities and staff to maximize use of workforce education program resources. For example, St. Petersburg College provides free space on all of its campuses for the Pinellas County School District’s adult education programs. Suwannee-Hamilton Technical Center provides free space on its campus for North Florida Community College to offer an Emergency Medical Technician program. Florida State College at Jacksonville has a joint facility with the Nassau County School District for workforce education.

Also, in some school districts that do not offer adult education programs, the colleges work with the districts to offer instructional sites at various district K-12 facilities in a county. For example, Florida State College at Jacksonville provides adult education programs at four district high schools in Duval County.

## Agency Response

In accordance with the provisions of s. 11.51(5), *Florida Statutes*, a draft of our report was submitted to the Commissioner of the Florida Department of Education to review and respond.

The department provided a draft of the report to the Florida Association of District School Superintendents, which provided a formal response to the report in Appendix D.

<sup>11</sup> We based this analysis on class size standards for specific postsecondary adult vocational certificate programs outlined in the 2008-09 Florida colleges’ funding model. These standards are a maximum of 14 students per class in health-related programs, 16 students for trade/industrial programs, and 30 students for apprenticeship programs.

<sup>12</sup> The 18 counties were Alachua, Bay, Escambia, Flagler, Gadsden, Hardee, Hernando, Hillsborough, Indian River, Leon, Manatee, Martin, Miami-Dade, Pasco, Putnam, Santa Rosa, Sarasota, and Walton.

## Appendix A

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# Methodology

We evaluated the service delivery structure of Florida's workforce education system using three primary approaches. These included phone interviews with each superintendent and college president to gain their perspectives on the state's workforce education structure and how their local programs work to meet area needs, case studies of workforce education programs provided in 11 college service areas throughout the state, and analyses of statewide and local workforce education enrollment data.

### *District Superintendent and College President Interviews*

We conducted telephone interviews with district school superintendents and state college presidents. The interviews addressed the history of their institutions' workforce education programs, the strengths and weaknesses of the current state and local program structures, and recommendations for changing how workforce education programs are delivered. We contacted each of the 67 school districts and 28 colleges, and obtained information from 56 school districts and 23 colleges.<sup>13</sup>

### *Case Studies*

We conducted case studies of workforce education delivery systems in 11 college service areas. These case studies examined how workforce education programs are delivered and the potential to consolidate these programs under colleges and districts. In our case studies, we examined information provided by the colleges and school districts relating to workforce education organizational structure, program offerings, facilities, instructors, hiring practices, articulation agreements, and program delivery. We also conducted site visits and phone conference calls in each area to interview college, district, and regional workforce board staff, tour facilities, and examine local program data.

### *Selection of Case Study College Service Areas*

We used several criteria to select the case study areas, including how the colleges and school districts structured workforce education delivery systems, the perceived level of cooperation between the colleges and districts, characteristics of service delivery areas (geographic location and rural versus urban settings), and recent efforts to consolidate programs. As shown in Table A-1, we selected 11 college service areas and their respective school districts (total of 24 districts) to include in the case studies. These colleges and districts represented 46% of the students enrolled in postsecondary career education programs statewide and 62% of the students enrolled in an adult education programs statewide in the 2008-09 school year.

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<sup>13</sup> In some cases, participating district superintendents and college presidents referred us to another administrator to interview.



**Table A-1  
Case Studies Consisted of a Variety of College Service Area Types**

College	Service Area Districts	Service Area Model Type: Programs Provided
1. Brevard Community College	Brevard	The college provides all postsecondary career education programs. The district provides all adult education programs.
2. Broward College	Broward	Both the college and district provide postsecondary career education programs, while only the district provides adult education programs.
3. Florida State College at Jacksonville	Duval, Nassau	The college provides all postsecondary career education programs. The Nassau County School District provides adult education within its own county and the college provides adult education in Duval County.
4. Indian River State College	Indian River, Martin, Okeechobee, St. Lucie	The college and the Indian River County School District provide postsecondary career education programs. The college and both the Indian River County and Martin County school districts provide adult education programs.
5. Lake-Sumter Community College	Lake, Sumter	The college and both school districts provide postsecondary career education programs. The two districts provide all adult education programs.
6. Miami Dade College	Miami-Dade	Both the college and the district provide career and adult education programs.
7. North Florida Community College	Hamilton, Jefferson, Lafayette, Madison, Suwannee, Taylor	The college and the Suwannee County and Taylor County school districts provide postsecondary career education programs. Beginning in the 2009-10 school year, only the districts provide adult education programs.
8. Northwest Florida State College	Okaloosa, Walton	The college and both districts provide postsecondary career education programs. Only the college and the Walton County School District provide adult education programs.
9. Palm Beach State College	Palm Beach	The college provides all postsecondary career education programs. The district provides all adult education programs.
10. Seminole State College of Florida	Seminole	The college provides all career and adult education programs.
11. Tallahassee Community College	Gadsden, Leon, Wakulla	The college and all of the districts provide both career and adult education programs.

Source: Department of Education.

**Appendix B**

# Workforce Education Delivery System Structures Vary Across the State

Because colleges and districts locally determine which entity will provide specific workforce education programs in their areas, service delivery structures vary across the state. Table B-1 shows which entity is providing postsecondary career education and adult education in each county (college, district, or both) grouped by college service area.

**Table B-1**  
**The Division of Responsibility for Workforce Education Programs Between Colleges and Districts Varies Across the State**

College Service Area	County	Provides Postsecondary Career Education <sup>1,2</sup>	Provides Adult Education <sup>1,2</sup>
1. Brevard Community College	Brevard	College	District
2. Broward College	Broward	Both	District
3. College of Central Florida	Citrus	Both	District
	Levy	College	College
	Marion	Both	District
4. Chipola College	Calhoun	College	District
	Holmes	---	---
	Jackson	College	District
	Liberty	College	District
	Washington	District	District
5. Daytona State College	Flagler	District	Both
	Volusia	College	College
6. Edison State College	Charlotte	Both	District
	Collier	Both	District
	Glades	College	District
	Hendry	College <sup>4</sup>	District
	Lee	Both	District
7. Florida Keys Community College	Monroe	Both	District
8. Florida State College at Jacksonville	Duval	College	College
	Nassau	College	District
9. Gulf Coast Community College	Bay	Both	Both
	Franklin	College	District
	Gulf	Both	District
10. Hillsborough Community College	Hillsborough	Both	Both
11. Indian River State College	Indian River	Both	Both
	Martin	College	Both
	Okeechobee	College	College
	St. Lucie	College	College

College Service Area	County	Provides Postsecondary Career Education <sup>1,2</sup>	Provides Adult Education <sup>1,2</sup>
12. Florida Gateway College	Baker	College	District
	Columbia	College	District
	Dixie	District	District
	Gilchrist	College	College
	Union	College	District
13. Lake-Sumter Community College	Lake	Both	District
	Sumter	Both	District
14. Miami Dade College	Miami-Dade	Both	Both
15. North Florida Community College	Hamilton	---5	District
	Jefferson	---5	District
	Lafayette	---5	District
	Madison	College	District
	Suwannee	District	District
	Taylor	District	District
16. Northwest Florida State College	Okaloosa	Both	College
	Walton	Both	Both
17. Palm Beach State College	Palm Beach	College	District
18. Pasco-Hernando Community College	Hernando	College	Both
	Pasco	Both	Both
19. Pensacola State College	Escambia	Both	Both
	Santa Rosa	Both	Both
20. Polk State College	Polk	Both	District
21. Santa Fe College	Alachua	College	Both
	Bradford	District	District
22. Seminole State College	Seminole	College	College
23. South Florida Community College	DeSoto	Both	District
	Hardee	College	Both
	Highlands	College	College
24. St. Johns River Community College	Clay	Both <sup>6</sup>	District
	Putnam	Both <sup>6</sup>	Both
	St. Johns	Both	District
25. St. Petersburg College	Pinellas	Both	District
26. State College of Florida, Manatee-Sarasota	Manatee	Both	Both
	Sarasota	Both	Both
27. Tallahassee Community College	Gadsden	Both	Both
	Leon	Both	Both
	Wakulla	Both	District
28. Valencia Community College	Orange	Both	District
	Osceola	Both	District

<sup>1</sup> Technically, all districts in a college service area are served by that college's main campus. However, the purpose of this table is to show whether the college offers programs located in a specific county.

<sup>2</sup> Some district technical centers serve multiple districts; these cases are not reflected in this table.

<sup>3</sup> Chipola College does not offer postsecondary career education or adult education programs at locations in Holmes County; however, the college still technically serves Holmes County through its main campus in Jackson County. Washington-Holmes Technical Center, a district center located in Washington County, also serves Holmes County.

<sup>4</sup> The Hendry County School District does not offer any of the career education programs we examined; however, the district offers continuing workforce education programs that are funded entirely by student fees.

<sup>5</sup> North Florida Community College does not offer postsecondary career education programs at locations in Hamilton, Jefferson, and Lafayette counties; however, the college still technically serves these counties through its main campus in Madison County. District technical centers in Suwannee and Taylor counties also serve Hamilton, Jefferson, and Lafayette counties.

<sup>6</sup> Both the college and First Coast Technical Institute (a St. Johns County district charter technical center) provide postsecondary career education at locations in Clay and Putnam counties. Clay and Putnam county school districts do not provide postsecondary career education.

Source: Department of Education enrollment data for the 2008-09 school year and interviews with college and district staff.

**Appendix C**

# There is Limited Duplication of College and District Postsecondary Career Education Programs in the Same County

Districts and colleges did not typically duplicate career education program offerings within the same county during the 2008-09 school year. We examined program duplication by comparing the career education programs offered by each college to those provided by the school district(s) in its service area. Table C-1 lists the 40 duplicated programs we identified by service area and the number of students enrolled in those programs in the 2008-09 school year. As shown in the table, school districts and colleges offered the same specific training programs in 8 of Florida’s 67 counties. The number of duplicated programs ranged from 1 in Pasco County to 16 in Miami-Dade County.

**Table C-1  
Colleges and Districts Offered 40 Duplicate Career Education Programs in 8 Counties<sup>1</sup>**

Service Area	Institution	Program Title <sup>2</sup>	2008-09 Enrollment
Broward	Broward College	Dental Assisting	62
	Broward County School District	Dental Assisting	18
	Broward College	Massage Therapy	37
	Broward County School District	Massage Therapy	75
	Broward College	Medical Assisting	19
	Broward County School District	Medical Assisting	64
Central Florida	College of Central Florida	Applied Welding Technologies	30
	Marion County School District	Applied Welding Technologies	15
	College of Central Florida	Cosmetology	89
	Marion County School District	Cosmetology	32
Hillsborough	Hillsborough Community College	Automotive Collision Repair and Refinishing	48
	Hillsborough County School District	Automotive Collision Repair and Refinishing	31
	Hillsborough Community College	Carpentry - Apprenticeship	4
	Hillsborough County School District	Carpentry - Apprenticeship	94
	Hillsborough Community College	Dental Assisting	22
	Hillsborough County School District	Dental Assisting	56
	Hillsborough Community College	Early Childhood Education	53
	Hillsborough County School District	Early Childhood Education	329
	Hillsborough Community College	Electrician - Apprenticeship	342
	Hillsborough County School District	Electrician - Apprenticeship	577
	Hillsborough Community College	Fire Fighter II	189
	Hillsborough County School District	Fire Fighter II	81
	Hillsborough Community College	Sheet Metal Fabrication Technology - Apprenticeship	46
	Hillsborough County School District	Sheet Metal Fabrication Technology - Apprenticeship	232

Service Area	Institution	Program Title <sup>2</sup>	2008-09 Enrollment
Indian River	Indian River State College	Medical Assisting	71
	Indian River County School District	Medical Assisting	21
	Indian River State College	Patient Care Technician	36
	Indian River County School District	Patient Care Technician	78
	Indian River State College	Phlebotomy	18
	Indian River County School District	Phlebotomy	73
	Indian River State College	Practical Nursing	101
	Indian River County School District	Practical Nursing	18
	Indian River State College	Private Security Officer	206
	Indian River County School District	Private Security Officer	135
Miami Dade	Miami Dade College	Accounting Operations	48
	Miami-Dade County School District	Accounting Operations	282
	Miami Dade College	Administrative Assistant	23
	Miami-Dade County School District	Administrative Assistant	216
	Miami Dade College	Commercial Art Technology	2
	Miami-Dade County School District	Commercial Art Technology	44
	Miami Dade College	Customer Assistance Technology	12
	Miami-Dade County School District	Customer Assistance Technology	175
	Miami Dade College	Electrician - Apprenticeship	267
	Miami-Dade County School District	Electrician - Apprenticeship	341
	Miami Dade College	Electronic Technology	1
	Miami-Dade County School District	Electronic Technology	65
	Miami Dade College	Medical Assisting	28
	Miami-Dade County School District	Medical Assisting	259
	Miami Dade College	Medical Coder/Biller	34
	Miami-Dade County School District	Medical Coder/Biller	58
	Miami Dade College	PC Support Services	24
	Miami-Dade County School District	PC Support Services	328
	Miami Dade College	Pharmacy Technician	31
	Miami-Dade County School District	Pharmacy Technician	85
	Miami Dade College	Phlebotomy	66
	Miami-Dade County School District	Phlebotomy	49
	Miami Dade College	Plumbing Technology - Apprenticeship	22
	Miami-Dade County School District	Plumbing Technology - Apprenticeship	152
	Miami Dade College	Practical Nursing	111
	Miami-Dade County School District	Practical Nursing	663
	Miami Dade College	Private Security Officer	614
	Miami-Dade County School District	Private Security Officer	188
	Miami Dade College	Sheet Metal Fabrication Technology - Apprenticeship	12
	Miami-Dade County School District	Sheet Metal Fabrication Technology - Apprenticeship	70
Miami Dade College	Television Production	10	
Miami-Dade County School District	Television Production	10	
Pasco-Hernando	Pasco-Hernando Community College	Nursing Assistant (Long-term Care)	19
	Pasco County School District	Nursing Assistant (Long-term Care)	139

Service Area	Institution	Program Title <sup>2</sup>	2008-09 Enrollment
Pensacola	Pensacola State College	Air Conditioning, Refrigeration and Heating Technology	31
	Escambia County School District	Air Conditioning, Refrigeration and Heating Technology	64
	Pensacola State College	Carpentry	112
	Escambia County School District	Carpentry	64
	Pensacola State College	Cosmetology	133
	Escambia County School District	Cosmetology	64
	Pensacola State College	Electricity	27
	Escambia County School District	Electricity	61
	Pensacola State College	Plumbing Technology	10
	Escambia County School District	Plumbing Technology	40
Tallahassee	Tallahassee Community College	Electrician - Apprenticeship	1
	Leon County School District	Electrician - Apprenticeship	15

<sup>1</sup> The six programs that could potentially be merged without the need to add an additional course or faculty member to an existing program based on OPPAGA’s analysis are shaded yellow in the table.

<sup>2</sup> Unless otherwise noted, all programs are postsecondary adult vocational certificate programs.

Source: OPPAGA analysis of Department of Education enrollment data and interviews with colleges and districts.

Appendix D



**FADSS**

Florida Association of District School Superintendents

**SUPERINTENDENT DEVELOPMENT**

**GOVERNMENTAL RELATIONS**

**ORGANIZATIONAL & LEADERSHIP DEVELOPMENT**

**MR. WILLIAM J. MONTFORD, III**  
Chief Executive Officer

**MR. DON GRIESHEIMER**  
Associate Executive Officer

**Ms. Joy Frank**  
General Counsel

**Mrs. Angela Freeland**  
Executive Secretary/Office Manager

**Ms. Diann Morell**  
Director of Training and Development

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**Florida Association of District School Superintendents**

December 8, 2010

Mr. Tim Elwell  
Education Policy Area Staff Director  
Office of Program Policy Analysis & Government Accountability  
Claude Pepper Building, Room 312  
111 West Madison Street  
Tallahassee, FL 32399-1475

Dear Mr. Elwell:

Thank you for the opportunity to respond to the report on workforce education on behalf of the Florida Association of District School Superintendents. The report is comprehensive and well-researched. You and your staff are commended for the extensive interviews and meetings that were held with all the stakeholders.

As you discovered, workforce education is delivered by two educational systems – school districts and community or state colleges. While the relationship between the two systems was at one time contentious, school districts and colleges have worked through those issues and developed educational programs that meet the needs of adult students on the local level. Your report provides ample evidence of this collaboration and response to local needs. As you noted in the report, the two systems are authorized to offer similar programs, but districts and colleges typically avoid duplicating local training programs. Your report goes on to note that districts and colleges tend to offer different types of programs rather than providing the same programs within a county. Colleges tend to offer long-term programs and districts offer short- to moderate- length programs that train for entry-level positions. This is in response, I think, to the student populations served by each entity. School districts serve a different population than college postsecondary career education programs. Districts serve more minority and low income students; a higher percentage of Hispanic students; and a higher percentage of district students did not have employment records before enrolling in a career education program.

**Mr. Tim Elwell**  
**December 8, 2010**  
**Page Two**

I would like to highlight examples of how districts and colleges work together to address the needs of students in their communities. Okaloosa County Schools and Northwest Florida State College (NWFSC) have had a long and strong partnership in working together to provide workforce education and adult education. Northwest Florida State College offers Adult General Education programs in English as a Second Language, Adult Basic Education, GED preparation and GED testing, vocational preparatory and job readiness skills. At the Okaloosa Applied Technology Center (OATC) the school district offers Adult Certification programs in technical skills and industry certification programs in NCEER, OSHA, ASE, Adobe and other IT programs. OATC also offers applied academics for adult students who need remediation based on TABE results. There is no duplication within programs and is economical for both the college and the school system. Several of the school system programs articulate to NWFSC providing students the opportunity to earn college credit hours by completing programs first at the school district's Applied Technology Center. One great example is the LPN program at Okaloosa Applied Technology Center and the RN program at NWFSC. The school district LPN program articulates to one year of credit toward the RN program at the college.

The college and Okaloosa County Schools work together to target occupations and local workforce demands to determine the programs that will be offered in career and technical education. Currently OATC serves 350 adults and 375 high school students in career and technical education programs. OATC provides programs to students from Choctaw, Niceville, and Fort Walton Beach high schools during the day that would be cost prohibitive to establish at every high school. Adult education students use these same labs in the evenings. These courses are very popular, particularly with young adults such as the airmen from the local military bases and retirees. For high school students, earning college credit and industry certification is important for their future job success and a cost savings for families.

Many high school students begin learning job specific skills in HVAC, cosmetology, etc. and then attend NWFSC to learn the business aspects of accounting and management to become self employed by opening their own business. There is a great partnership in Okaloosa County between the local school system and Northwest Florida State College which provides high school and adult education students programs to prepare them for the workforce while reducing the cost of operation for each educational entity.

In Taylor County, the school district and North Florida Community College have recently worked together to expand programs in response to employer and student needs. The school district has an excellent welding program at the tech center. The college needed a welding program. Therefore, the district is sending teachers to teach welding on the college campus. In turn, the school district needed an LPN program. The college is sending faculty to the district tech center in order for the district to offer an LPN program.



**Mr. Tim Elwell**  
**December 8, 2010**  
**Page Three**

In addition, in the Taylor County School District both auto mechanics and welding are two popular programs. Students leave the program in which they are enrolled because they may only need training in certain components (e.g. brakes in auto mechanics). Once they have received training in specific programs, they are hired. One of the major employers in Taylor County hires these students and then sends them back to school and pays for it. Many of these students are low income and need employment as soon as they have some technical training. As they progress in their employment, many return for additional training.

There is an inaccurate assumption that statewide articulation agreements represent a comprehensive list of all agreements. Surprisingly, in some regions local articulations exceed the listed statewide articulations. This is the case in Orange County. Valencia Community College has approved a considerable number of articulation agreements after extensively researching Orange County Public Schools career and technical center offerings and working collaboratively with the Orange County Public Schools Career and Technical Education department to develop these agreements, validating the quality and value of the education provided by the school district tech centers.

#### **General Comments**

Completion of and certification in industry certification programs are elements included in 50% of the school grade calculation for high schools. Elimination of this opportunity would create a disadvantage for those school districts that have provided numerous programs for students to succeed in industry certification areas. This is an area in which students succeed year after year, and to remove this from secondary offerings would have a negative effect on comprehensive high schools as well as the business partnerships that have been created.

Furthermore, school district technical centers and community/state colleges are accredited via different accrediting bodies with differing standards. Attempting to merge the two delivery systems could potentially eliminate many needed training programs that colleges will not have the resources to take over, due in part to the accreditation differences. This assumption is validated by the relatively limited number of Applied Technology Degrees (ATD) offered by school district tech centers which requires instructors to be certified in a manner more aligned with community/state colleges. The accreditation requirements are different and necessary to successfully meet training needs.

The OPPAGA report establishes the capability for community/state colleges to provide PSAV programs. However, it cannot be presumed (with diminishing resources) that community/state colleges currently not providing PSAV programs would make the transition to open new training opportunities in this instructional category. This would reduce the opportunity for more challenging students to gain employable skills.

**Mr. Tim Elwell**  
**December 8, 2010**  
**Page Four**

Each individual school district career and technical education training program relies on a program advisory committee comprised of industry representatives to ensure training meets the needs of the specific region within the state. Each individual program advisory committee has a range of anywhere from six to more than a dozen active advisors committed to the school district career and technical education training format. There is a considerable potential for negative industry response to merger proposals.

At a time when resources are scarce and significant cost savings are not identified, consolidation would be disruptive to both systems and, more importantly, to students who desperately need technical training that leads to employment. Both school districts and colleges have a role in delivering workforce and adult education programs. These education systems and local communities are working together to meet the workforce needs at the local level. We need to let them continue meeting the needs of students.

Thank you for the opportunity to respond to the draft report. If you have any questions, please contact me at 222.2280.

Sincerely,

*Joy Frank*

Joy Frank  
General Counsel and Legislative Liaison

cc: District School Superintendents  
Commissioner Eric Smith  
Chancellor Frances Haithcock  
Chancellor Loretta Costin  
Chancellor Will Holcombe



*The Florida Legislature*  
*Office of Program Policy Analysis*  
*and Government Accountability*



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