

**THE FLORIDA LEGISLATURE**

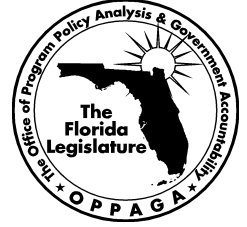


**OFFICE OF PROGRAM POLICY ANALYSIS AND  
GOVERNMENT ACCOUNTABILITY**

**A Review  
of the**

**Department of Education's  
Use of Resources**

**March 12, 1997**



# The Florida Legislature

## OFFICE OF PROGRAM POLICY ANALYSIS AND GOVERNMENT ACCOUNTABILITY

John W. Turcotte, Director

March 12, 1997

The President of the Senate,  
the Speaker of the House of Representatives,  
and the Legislative Auditing Committee

I have directed that a review be made of the Department of Education's Use of Resources. The results of the review are presented to you in this report. This review was made as a part of an ongoing program of performance auditing as mandated by Section 11.51(1), Florida Statutes. This review was conducted by Kim McDougal, Charlie Barrett, Tim Elwell, Lee Hanberry, Bernadette Leyden, Ben Powell, and Linda Ward, under the supervision of Jane Fletcher.

We wish to express our appreciation to the staff of the Department of Education for their assistance.

Respectfully yours,

John W. Turcotte  
Director

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## **A Review of the Department of Education's Use of Resources**

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- The Department is using its human and fiscal resources differently since it reorganized and eliminated positions. Specifically, the Department has decreased spending on personnel, increased spending on purchased services, and changed how it purchased these services.
- In fiscal year 1995-96, the Department used about \$48 million (53% of its total expenditures) on activities related to school improvement and legislative priorities.
- Most of the Department's school improvement expenditures were used for statutorily required programs by providing program administration, technical assistance, and support services directed towards the needs of school districts.
- In fiscal year 1995-96, the Department spent about \$42 million (47% of its total expenditures) on activities not related to school improvement such as general Department administration, student financial assistance, regulatory board, and post-secondary coordination activities. Almost all of the Department's non-school improvement activities are statutorily required.

# Chapter I

## Introduction

### *Purpose*

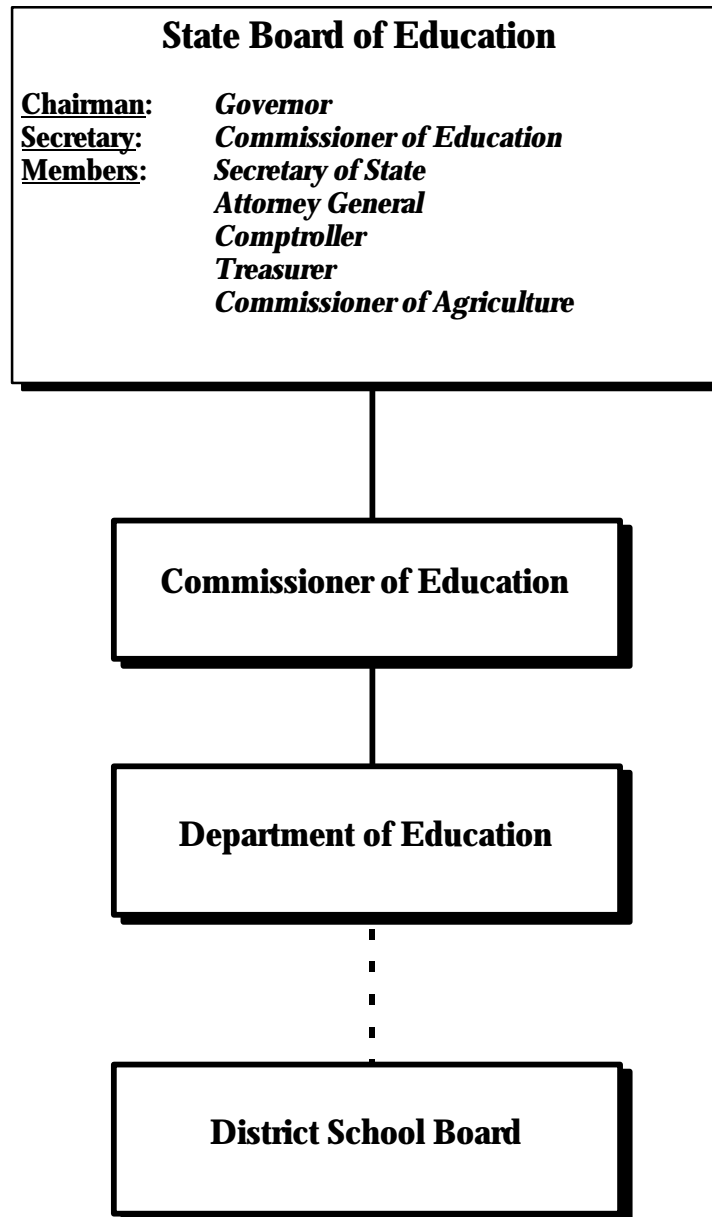
The Joint Legislative Auditing Committee requested the Office of Program Policy Analysis and Government Accountability to provide the Legislature with information on the activities performed by the Department of Education (DOE). Our study focuses on how the Department is spending its funds now that it has reorganized and eliminated positions, and whether the Department's use of resources is consistent with legislative priorities and school improvement. We addressed the following four questions:

1. How is the Department using its resources now that it has reorganized and eliminated positions?
2. Is the Department's use of resources consistent with legislative priorities and school improvement?
3. What resources are not targeted towards school improvement? Why is the Department conducting these activities? and
4. What are the school district superintendents' perceptions of the early effects of the Department's organizational changes and services provided?

### *Background*

The mission of Florida's public education system is to provide the opportunity for all Floridians to attain the knowledge and skills necessary for lifelong learning and to become self-sufficient, contributing citizens of society. Public education is basically a function and responsibility of the state. The state has the responsibility for establishing minimum standards and regulations to assure efficient operation of all schools and adequate educational opportunities for all children. In accordance with the State Constitution, district school boards operate, control, and supervise all free public schools in their respective districts and may exercise any power except as expressly prohibited by the State Constitution or general law. The governance structure of public schools includes state and district level entities. At the state level, the public school system includes the State Board of Education, Commissioner of Education, and Department of Education. Refer to Exhibit 1 for the state level education entities. The district school system is comprised of school boards, superintendents, and principals for governance.

**Exhibit 1**  
**Organization Chart of the Florida Public School System**



Source: Florida Department of Education.

## *Department of Education*

The Department of Education operates under the direction and control of the State Board of Education. The Department assists the Board by providing professional leadership and guidance and carrying out the policies, procedures, and duties authorized by law or by the Board. In addition, the Department is specifically directed by the Legislature to implement a statewide system of educational accountability and to establish within the Department the necessary organizational structure, policies, and procedures for effectively coordinating the functions of the system. Such policies and procedures must clearly fix and delineate responsibilities for various aspects of the system and for overall coordination of the system. As part of the educational accountability system, the Department is required to develop minimum performance standards for various grades and subject areas, administer statewide assessment tests, conduct program evaluations, and perform other functions such as educational planning, research and evaluation.

In order to focus on education improvement efforts which lead to the achievement of the mission of Florida's public education system, the Department has established three major goals:

1. High student achievement - All students, regardless of environment or economic status, must be given the opportunity to attain the highest possible levels of academic achievement, obtaining the knowledge and skills necessary for lifelong learning and to become self-sufficient, contributing citizens of society.
2. Safe learning environment - Florida's school sites and settings must be safe and secure places in which to learn.
3. Increased government efficiency - Florida's public education system must work with all stakeholders to develop and continually improve a systematic process for maximizing its effectiveness in meeting the needs of its citizenry.

## *Department Reorganization*

Commissioner Brogan, elected in 1994, has reorganized the Department to reduce its size, transfer decision-making authority and functions to the local level, and improve the quality and productivity of the services it provides to the school districts. The Department has sought to eliminate or transfer functions which do not lead, support, and/or ensure accountability for school improvement in Florida.

The Commissioner's major organizational changes, implemented between November 1994 and September 1996, included:

- **Reducing the number of top managers** - The reorganization eliminated three of the five Deputy Commissioner positions. There are now two

Deputy Commissioners - a Deputy Commissioner for Educational Programs and a Deputy Commissioner for Planning, Budgeting and Management. (The positions of Assistant Commissioner, Deputy Commissioner for Educational Facilities, and Deputy Commissioner for Human Resource Development were eliminated);

- **Transferring units to align educational programs and support functions** - Management information systems and school business functions were transferred to the Deputy Commissioner for Planning, Budgeting, and Management, and the Bureau of Educational Technology was transferred to the Division of Public Schools; and
- **Downsizing** - Downsizing the Division of Human Resources, Division of Public Schools, Division of Applied Technology and Adult Education, and the Office of Student Financial Assistance led to a general reduction of the Department's workforce.

*(Refer to Appendix A for information on how the Department was organized prior to the Commissioner's changes.)*

Department staff indicated the reorganization was intended to reflect a typical school district's organizational structure in order to better meet districts' needs. Staff indicated the changes were designed to redefine the role of the Department from one of monitoring and auditing districts (except as required by federal law) to one of consulting and providing technical assistance.

The Department's current organizational structure is comprised of three major units: the Office of the Commissioner, the Deputy Commissioner for Educational Programs, and the Deputy Commissioner for Planning, Budgeting and Management. The Office of the Commissioner acts as a liaison with the Legislature, and is responsible for auditing and compliance services, legal services, communications, and community involvement activities. The Deputy Commissioner for Educational Programs is responsible for ensuring the coordination, efficiency, and effectiveness of K-12, vocational, and adult education, and regulating school personnel. The Deputy Commissioner for Planning, Budgeting, and Management is responsible for administrative functions such as management information systems, strategic planning, and budgeting. Appendix B contains the Department's current organization chart.

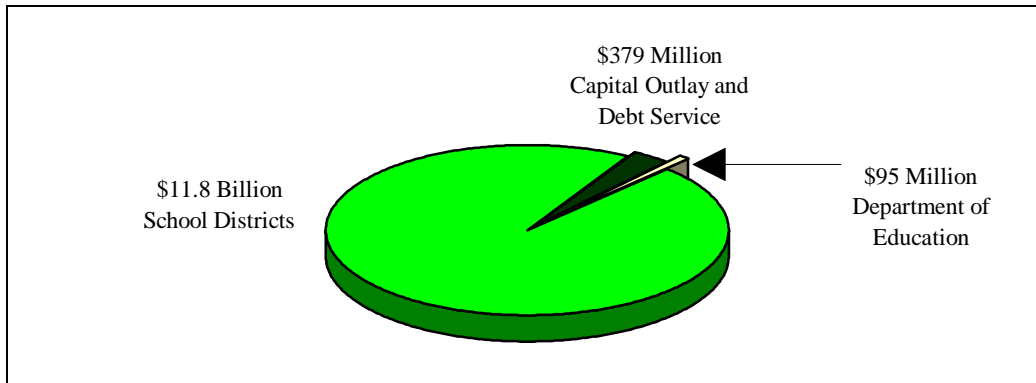
### ***Resources Available to the Department***

Public education funds in Florida come from federal, state, and local sources. Federal and state funds may be distributed to school districts or may be used by the Department to support education goals and objectives. Locally generated funds remain in the school district to support local educational programs. (See Appendix C for information on the growth of public education funding and Lottery funds available from 1994-95 through 1996-97.)



**The Department was allocated a small percentage of the state's public education funds.** Of the \$12 billion allocated for public education in Florida in fiscal year 1995-96, \$95 million (less than 1%) was appropriated to the Department to support public education programs. The remaining 99% consisted of \$11.8 billion (96%) distributed to the school districts and \$379 million (3%) in capital outlay and debt service. Exhibit 2 shows how K-12 funds were distributed in Florida in 1995-96.

**Exhibit 2**  
**The Department of Education Was Allocated a Small Portion of the State's Education Funds in Fiscal Year 1995-96**

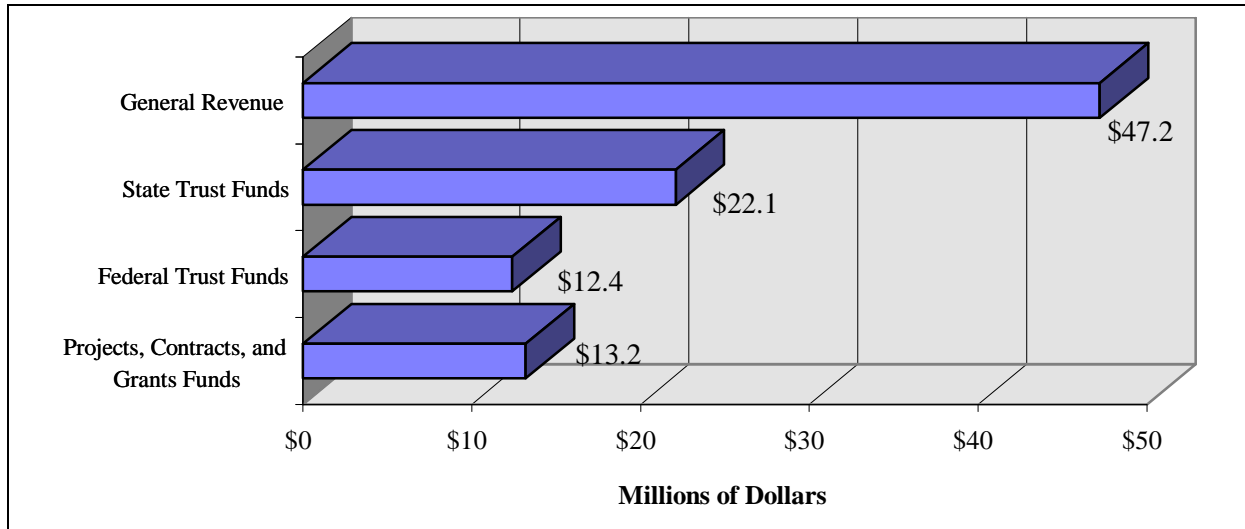


Source: Office of Program Policy Analysis and Government Accountability analysis of data provided by the Department of Education.

**Most of the Department's funding comes from general revenue and state trust funds.** In fiscal year 1995-96, 50% of the Department's funds came from general revenue, 36% from federal and state trust funds, and the remaining 14% from Projects, Contracts and Grants funds. Exhibit 3 shows the Department's operating funds for fiscal year 1995-96 by source of funds.

### Exhibit 3

#### Half of the Department's Funds for 1995-96 Were General Revenue Funds



Source: Office of Program Policy Analysis and Government Accountability analysis of data in the General Appropriations Act and information provided by the Department of Education.

# Chapter II

## Questions and Answers

### Question 1

**How is the Department using its resources since it has reorganized and eliminated positions?**

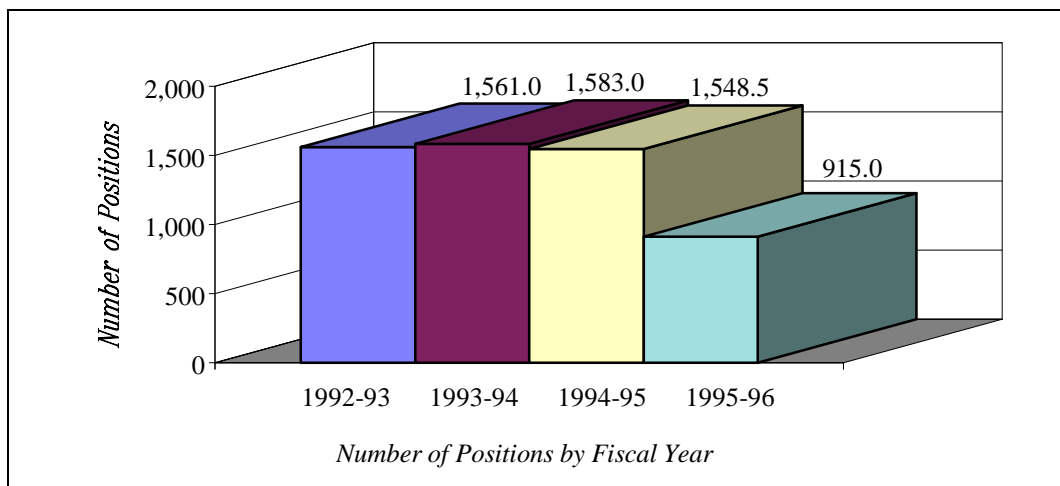
The Department is using its human and fiscal resources differently since it reorganized and eliminated positions. Specifically, the Department decreased spending on personnel, increased spending on purchased services, and changed how it purchased these services.

This section of the report is divided into three areas that address the Department's use of human resources, use of fiscal resources, and the early effects of decentralizing two major Department activities.

#### A. The Department's Use of Human Resources

The Department's staff positions decreased 633.5, from 1,548.5 in fiscal year 1994-95 to 915 in fiscal year 1995-96. Exhibit 4 shows the change in the number of positions over the past four years.

**Exhibit 4**  
**The Number of Department Staff Positions**  
**Declined Significantly in Fiscal Year 1995-96**



Source: Office of Program Policy Analysis and Government Accountability analysis of information provided by the Department of Education.

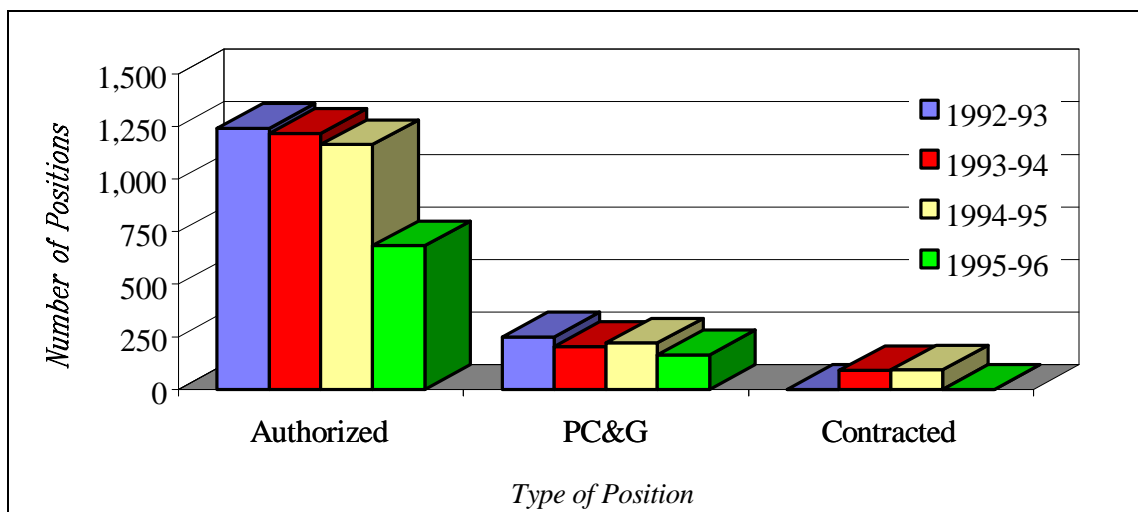
The types of positions used by the Department have changed. The number of positions declined, but over half of the positions eliminated were transferred to other state agencies.

The 1993 through 1996 Legislatures directed the Department to delete positions and/or reallocate functions. The Department has used three types of positions over the last several years.

1. **Legislatively authorized positions** - The Legislature authorizes a certain number of positions each year in the General Appropriations Act. Between fiscal year 1992-93 and 1995-96, the number of authorized positions declined 45% from 1,241 to 683.
2. **Projects, Contracts, and Grants (PC&G) positions** - PC&G positions allowed under s. 229.8065, F.S., are time-limited to the duration of the grant and do not receive career service retention points. PC&G positions, which are supported primarily by federal funds, decreased 34% from 249 in 1992-93 to 164 in 1995-96.<sup>1</sup>
3. **Contracted positions** - Contracted positions, authorized in 1992-93 proviso language to purchase needed services on a decentralized contracted basis, were used only in 1993-94 and 1994-95.

Exhibit 5 displays the number of positions, by type, over the past four years. Appendix D contains a listing of the number and type of positions by budget entity for fiscal years 1992-93 through 1995-96.

**Exhibit 5**  
**The Department's Number of Authorized and PC&G Positions**  
**Generally Declined Between Fiscal Years 1992-93 and 1995-96**

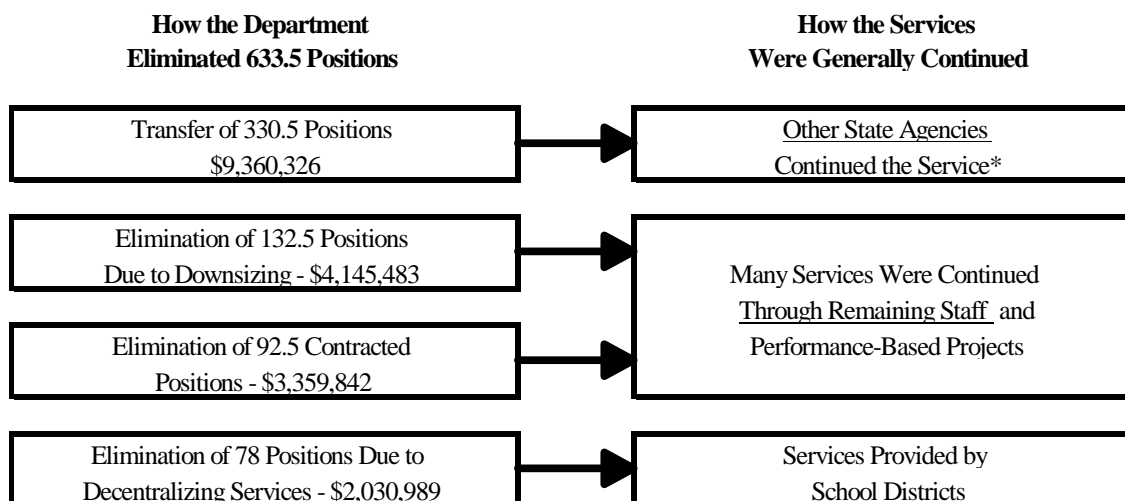


Source: Office of Program Policy Analysis and Government Accountability analysis of data provided by the Department of Education.

<sup>1</sup> Section 229.085, F.S., creates the Department of Education Projects, Contracts, and Grants Trust Fund to be used in executing the terms of grants or contracts for specific projects. The employment of the personnel shall be considered time-limited employment not to exceed the grant duration and shall not acquire retention points.

Between 1994-95 and 1995-96 about half of the Department's position reductions were transferred to other state agencies. The remainder were eliminated due to general downsizing and as a result of decentralizing services. According to Department staff, the Department reduced its number of positions to change how it provides services rather than to reduce the services it provides. See Exhibit 6 for information on how the Department continued most of the services after reducing its staff.

### Exhibit 6 Services Performed by the Eliminated Positions Were Generally Continued



\*20.5 positions were transferred to the Office of the Auditor General and 310 positions were transferred to the Department of Labor and Employment Security.

Source: Office of Program Policy Analysis and Government Accountability analysis of information provided by the Department of Education.

## B. The Department's Use of Fiscal Resources

Although the Department's total expenditures remained relatively constant between fiscal years 1994-95 and 1995-96, the Department significantly changed how it used its resources. Specifically, the Department increased expenditures for purchased services and decreased expenditures for personnel.

The Department's total expenditures in fiscal years 1994-95 and 1995-96 were about \$90 million each year (see Exhibit 7).<sup>2</sup> Although the Department's total expenditures remained nearly the same, the funds were spent differently. As shown in Exhibit 7, personnel expenditures decreased \$4 million while purchased services expenditures increased \$4 million. The \$4 million decrease in personnel expenditures consisted of a \$3 million reduction in salaries and benefits for

<sup>2</sup> Because the Division of Blind Services was transferred in 1995 from the Department of Education to the Department of Labor and Employment Security and 20.5 FTE positions were transferred to the Office of the Auditor General, the expenditures for these positions have been excluded from the fiscal year 1994-95 data in order to present a more balanced comparison with expenditures in fiscal year 1995-96.

authorized positions and a \$1 million reduction in salaries and benefits for federally funded Projects, Contracts, and Grants (PC&G) positions.

The \$4 million increase in purchased services expenditures resulted primarily from an increase in Division of Public Schools contracts for testing and assessment. The Department discontinued the use of contracted positions as these positions were no longer authorized in proviso language. However, this decrease was offset by an increase in dedicated funds used to purchase services through performance-based projects. (Refer to Appendix E for definitions of expenditure categories.)

**Exhibit 7**  
**DOE Expenditures by Major Category**  
**Fiscal Years 1994-95 and 1995-96**

<b>Expenditure Category</b>	<b>Fiscal Year 1994-95</b>	<b>Fiscal Year 1995-96</b>	<b>Change in Expenditures Between Fiscal Years 1994-95 and 1995-96</b>
<b>Personnel Expenditures</b>	<b>\$40,470,069</b>	<b>\$36,209,789</b>	<b>\$(4,260,280)</b>
Authorized positions - salaries and benefits	31,070,646	28,055,779	(3,014,867)
Projects, contracts, and grants - salaries and benefits	8,088,883	6,983,489	(1,105,394)
Other Personal Services positions	1,310,540	1,170,521	(140,019)
<b>Operating Expenditures</b>	<b>\$17,049,425</b>	<b>\$16,547,601</b>	<b>\$ (501,824)</b>
Expenses	16,248,028	15,488,504	(759,524)
Operating capital outlay expenses	801,397	1,059,097	257,700
<b>Purchased Services Expenditures</b>	<b>\$30,155,180</b>	<b>\$34,478,121</b>	<b>\$ 4,322,941</b>
Contracts	12,846,181	17,094,029	4,247,848 <sup>3</sup>
Dedicated funds <sup>1</sup>	7,290,440	13,554,925	6,264,485
Contracted positions	6,320,702	0	(6,320,702)
Data processing services	3,697,857	3,829,167	131,310
<b>Other Expenditures</b>	<b>\$ 2,659,812</b>	<b>\$ 2,787,866</b>	<b>\$ 128,054</b>
<b>Total Expenditures</b>	<b>\$90,334,486 <sup>2</sup></b>	<b>\$90,023,377</b>	<b>\$ (311,109)</b>

<sup>1</sup> Dedicated funds refers to those funds provided mainly by federal grants for which each Division purchases services from sources outside of the Department . These services include curriculum development, training for school superintendents, and research projects related to the operation and construction of schools.

<sup>2</sup> In order to compare expenditures between years expenditure of blind services and student FTE audit functions transferred to other state agencies were not included.

<sup>3</sup> This increase is primarily due to testing and assessment contracts.

Source: Office of Program Policy Analysis and Government Accountability analysis of data provided by the Department of Education.

The Department's move from purchasing services with contracted positions to performance-based contracts has shifted its role from employer to project manager. Although each performance-based project differs and should be evaluated on its own merit, Department staff identified advantages and disadvantages to shifting resources from provider to purchaser of services.

The major advantages include:

- Reduced need for full time personnel;
- Increased flexibility without dealing with the restrictions imposed by the Career Service System; and
- Greater potential for new initiatives by having a variety of service providers.

On the other hand, the major disadvantages include:

- The Department may lose expertise in specific areas;
- Inexperience in developing performance-based contracts may result in contracts that do not include the provision of all desired services; and
- The Department cannot maintain the same degree of control over the provision of the services when a vendor provides the service.

**C. By decentralizing two major activities, the Department reduced its costs by about \$3.3 million and moved services closer to the customers.**

During fiscal year 1995-96, the Department decentralized the teacher certification renewal and educational facility construction processes. We reviewed the effects of decentralizing these responsibilities on program services, school districts, and the Department.<sup>3</sup> Decentralizing these two services produced varied effects. For example, decentralizing the teacher certification renewal process has generally been positive for the districts by eliminating duplication and increasing program efficiency. Decentralization could result in state-level cost savings of approximately \$1 million for fiscal year 1996-97 when compared to fiscal year 1994-95 when this function had not been decentralized. However, the Department is now taking longer to issue initial teacher certificates.

Decentralizing the educational facilities construction process reduced costs at the state level by approximately \$2.3 million and reduced the Office of Education Facilities' workload. The early effect of decentralizing this process has been positive for some districts because it has expedited construction. However, educational facilities staff in 17 of the 20 districts we interviewed expressed concerns about decentralization. These concerns included increased district staff responsibilities, increased district costs, and the potential negative impact that decentralization could have on the safety and uniformity of educational facilities. The Department does not believe that decentralization will result in safety and uniformity problems.

**Conclusions**

Since reorganizing and eliminating positions, the Department is using its fiscal and human resources differently. The Department decreased spending on personnel, increased spending on purchased services, and changed how it purchases services. Between fiscal years 1994-95 and 1995-96 the Department's positions were reduced by 633.5 positions. About half of these positions were transferred to other state agencies. The Department continued to provide many of the services previously provided by positions that were eliminated through performance-based

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<sup>3</sup> We published separate reports on the effect of decentralizing the teacher certification renewal process (Report No. 96-52) and the education facility construction processes (Report No. 96-36). The Department eliminated 32 positions due to the decentralization of the teacher renewal certification process and 46 positions due to the reduction of the Office of Education Facilities' workload.

contracts. The Department also reduced its costs and moved services closer to its customers by decentralizing two major activities.

## Question 2

### **Is the Department's use of resources consistent with legislative priorities and school improvement?**

**In fiscal year 1995-96, the Department spent about \$48 million (53% of its total expenditures) on activities related to school improvement and legislative priorities. Most of the Department's school improvement expenditures were used for statutorily required programs by providing program administration, technical assistance and support services directed towards the needs of school districts. The remaining \$42 million (47%) was used primarily for non-school improvement activities linked to statutory responsibilities or directives.<sup>4</sup>**

The Legislature has established several priorities for the Department of Education. Although there are many different interpretations of school improvement, all of these priorities can be categorized as focusing on school improvement. We used the Department of Education's interpretation of school improvement: *planning and implementing a school-based instructional system focused on improved student achievement in a safe learning environment through community involvement, effective leadership, quality instruction and public reporting of results*. Identifying how the Department spends its funds to support school improvement is the first step in determining whether funds could be used more efficiently and effectively for implementing legislative priorities. We analyzed Department-wide expenditures linked to school improvement. We classified a Department service as supporting school improvement if the service was broadly linked to school improvement or a legislative priority.<sup>5</sup>

The Department spent half of its resources (\$48 million) to support school improvement initiatives. To categorize these expenditures, we conducted four analyses. First, we identified the specific areas of school improvement the Department supported through its expenditures (see Exhibit 8). Second, we analyzed how the Department provided its services, such as information, program administration, or technical assistance (see Exhibit 9). Third, we analyzed whether the Department services were targeted at the state versus school district level (see Exhibit 10). Fourth, we determined why the Department provided these services, such as legislative directive, federal program, or Department initiative (see Exhibit 11).

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<sup>4</sup> Refer to p. 17, for information on Department expenditures that did not directly support school improvement.

<sup>5</sup> Legislators and staff from the Education Ways and Means, Appropriations, and Substantive Committees identified legislative priorities. We also reviewed the 1995-96 General Appropriations Act and the 1996-97 Conference Committee Reports to identify legislative priorities. Each of the legislative priorities identified met the criteria for school improvement.



**A. In fiscal year 1995-96, the Department spent \$48 million (53% of its total expenditures) to support 22 school improvement areas.**

The Department spent about half of the \$48 million on three school improvement areas: assessment and evaluation (\$11.8 million); targeted student populations (\$6.4 million); and adult vocational (\$6.1 million). The other 19 areas account for the remaining funds spent on school improvement activities (see Exhibit 8).

**Exhibit 8**  
**The Department Spent Funds on 22 Types of School Improvement Areas**

Type of School Improvement Issues		Funds Spent
<b>General School Improvement Areas</b>		<b>\$22,960,221</b>
Targeted Student Populations	\$ 6,423,970	
Adult/Vocational Education	6,119,820	
Special Topics/Programs	4,217,569	
Professional Regulation	3,312,866	
Best Practices	857,893	
School Improvement Plans	566,618	
School Advisory Councils	566,618	
Education Research for Schools	396,101	
Rewards and Recognition Programs	349,981	
Sunshine State Standards	96,939	
Waivers	51,846	
<b>Legislative Priorities</b>		<b>\$25,431,811</b>
Assessment and Evaluation	11,783,506	
Professional Development	4,092,154	
School Safety	2,991,398	
Critically Low Performing Schools	2,483,553	
Curriculum	1,276,288	
Preschool Projects	1,196,198	
Public Schools Technology	662,210	
School-to-Work	450,000	
Graduation Requirements	395,840	
Non-Public Schools	85,564	
Home Schooling	15,100	
<b>Funds Spent to Support School Improvement</b>		<b>\$48,392,032</b>

Source: Office of Program Policy Analysis and Government Accountability analysis of information provided by the Department of Education.

**B. The Department spent \$37 million in school improvement expenditures to provide program administration services, technical assistance, support services, and training.**

In its efforts to support school improvement, the Department provided a variety of services, such as program administration, technical assistance, monitoring, leadership, and information services. These services provided on-site assistance to schools as well as information pertaining to public education. Program administration services, which include resource and grant management and general administration of state and federal programs, accounted for 46% of the

Department's school improvement expenditures. Technical assistance, support services, and training account for 31% of school improvement expenditures. Refer to Exhibit 9 for information on the types of services the Department provided to support school improvement and the amount spent on these services in fiscal year 1995-96.

**Exhibit 9**  
**The Department Spent Most of Its Funds on Program Administration, Technical Assistance, and Information Services to Support School Improvement**

<b>Types of Services Provided by the Department to Support School Improvement Activities</b>	<b>Expenditures (\$48,392,032)</b>	<b>Percent of School Improvement Expenditures</b>
<b>Program Administration</b>	<b>\$22,268,002</b>	<b>46%</b>
Administering and implementing specific programs, which includes resource and grant management, staff support for councils and committees, and general administration of state/federal programs and procedures.		
<b>Technical Assistance, Support Services, and Training</b>	<b>15,209,754</b>	<b>31%</b>
Assisting, supporting, and training school district and school staff (via phone, mail or on-site) to aid in the implementation of educational programs and initiatives.		
<b>Information Services</b>	<b>6,276,648</b>	<b>13%</b>
Collecting, analyzing, maintaining, and disseminating information, data, research, and best practices. This includes assessment and evaluation activities.		
<b>Leadership</b>	<b>1,237,360</b>	<b>3%</b>
Providing guidance and direction; setting the tone and vision for the development and/or implementation of education programs and initiatives.		
<b>Monitoring</b>	<b>1,550,514</b>	<b>3%</b>
Overseeing, monitoring, or auditing specific educational programs or initiatives.		
<b>Inter/Intra- Agency Collaboration</b>	<b>316,597</b>	<b>&lt;1%</b>
Activities related to collaboration and coordination with other agencies and within the Department.		
<b>Combination of Services</b>	<b>1,533,157</b>	<b>3%</b>

Source: Office of Program Policy Analysis and Government Accountability analysis of data provided by the Department of Education.

**C. The Department spent \$31 million in school improvement expenditures to meet the individual needs and problems of school districts and schools. The remaining \$17 million was spent to provide state level services.**

School improvement services were targeted at either the school district/school level or the state level. The Department provided services to the school districts and schools to meet their individual needs and problems. These services included

providing technical assistance and evaluating district applications for federal grants. State level services occur at the Department or higher level and do not directly involve school district or school staff. These included contract management, coordinating and managing programs at the state level, monitoring programs for compliance, and designing and implementing statewide tests. Refer to Exhibit 10 for examples of school district and state level activities and expenditures to support these activities.

**Exhibit 10**  
**The Majority of School Improvement Expenditures Were Used to**  
**Meet the Needs of School Districts and Schools**

<b>Examples of State Level and School District /School Level Activities</b>		<b>Expenditures Fiscal Year 1995-96</b>
<b>School District/ School Level Activity \$31 million (65%)</b>	• Provide management information services to assist the districts	\$2,871,803
	• Safe and Drug Free Schools - provide training, technical assistance, program development, implementation, evaluation, compliance review, and project processing. Coordinate on-site assistance and services upon request to help schools develop school improvement plans, conduct data analysis, and procure federal and state grants	1,188,910
	• Provide user technical support for printed, video, multimedia and software products	1,097,119
	• Coordinate on-site assistance and services upon request to help schools develop school improvement plans, conduct data analysis, and procure federal and state grants	566,618
	• Link schools to partner schools	377,745
	• Instruction Technology Initiatives including support for retrofitting schools and technology planning at the districts and schools	152,516
	• Provide training and workshops to parents/guardians of Limited English Proficient (LEP) students	102,793
	• Develop, disseminate, evaluate, revise and assist in implementation of Sunshine State Standards	84,500
<b>State Level Activities \$17 million (35%)</b>	• Design and implement state student assessment tests, licensure exams and program evaluation	\$8,743,501
	• Maintain records for teacher certification applicants	637,497
	• Coordinate and manage statewide efforts for the preparation of personnel in the field of exceptional student education	482,452
	• Administer Division activities related to Florida's GED testing, scoring, accounting and reporting	395,840
	• Provide leadership on developing proactive strategies for improving vocational, adult, and community education in Florida and coordinate division functions	386,000
	• Monitor state and federal programs for exceptional students across agencies to ensure compliance with state and federal requirements	305,759
	• Coordinate and conduct statewide research and evaluation activities to determine effectiveness of selected statewide initiatives	168,202
	• Evaluation reports for At-Risk Programs and School Improvement	158,143
	• State level administration and oversight for sections responsible for Title I Basic and Migrant programs	99,400

Source: Office of Program Policy Analysis and Government Accountability analysis of data provided by the Department of Education.

**D. The Department used \$32 million in school improvement expenditures to implement statutorily required programs and initiatives. The remaining \$16 million was spent on services that supported federal programs, Department initiatives, or a combination of initiatives.**

Most of the Department's school improvement expenditures (\$32 million of the \$48 million) were used to implement legislative requirements, programs, and initiatives. Additionally, the Department spent \$6.8 million to implement federal initiatives, \$3 million to implement Department initiatives, and \$6.1 million was spent to implement a combination of legislative, federal and/or Department initiatives. Refer to Exhibit 11 for examples of Department activities and why the Department supported these activities.

**Exhibit 11**  
**The Majority of School Improvement Expenditures**  
**Were Used to Implement Legislative Initiatives**

Why the Department Provided Services to Support School Improvement Issues	Examples of School Improvement Activities
<b>Legislative Initiative</b> <b>\$32,411,528</b> <b>(67%)</b>	<ul style="list-style-type: none"> <li>• Environmental Education</li> <li>• Comprehensive School Health Program</li> <li>• Issuance of Teaching Certificates</li> <li>• Link schools to partner schools</li> <li>• State student assessment test</li> <li>• System of Measures for vocational and adult education that is compatible with workforce development</li> <li>• Developing proactive strategies for improving vocational, adult, and community education</li> <li>• Instructional Materials Adoption Program</li> </ul>
<b>Federal Initiative</b> <b>\$6,814,420</b> <b>(14%)</b>	<ul style="list-style-type: none"> <li>• Title I Programs (Basic, Migrant, Neglected and Delinquent, Capital Expenses for private schools)</li> <li>• Star Schools</li> <li>• Title II Programs (Professional Development for Math and Science)</li> <li>• Carl Perkins Program</li> </ul>
<b>Department Initiative</b> <b>\$3,022,735</b> <b>(6%)</b>	<ul style="list-style-type: none"> <li>• Identification of successful schools</li> <li>• Develop reports on policy issues ("White Papers")</li> <li>• Customized Education research for schools</li> <li>• Provide leadership to implement validated pilot initiatives to improve student performance</li> <li>• Florida League of Teachers Teach to Teach Model Award</li> </ul>
<b>Combination Initiative</b> <b>\$6,143,349</b> <b>(13%)</b>	<ul style="list-style-type: none"> <li>• Manage federal and state programs for students with disabilities or at-risk</li> <li>• Early Intervention and School Readiness</li> <li>• Florida's School-to-Work program</li> <li>• Curriculum and instructional methods for exceptional students</li> </ul>

Source: Office of Program Policy Analysis and Government Accountability analysis of data provided by the Department of Education.

## **Conclusions**

The Department used approximately half of its resources on activities related to legislative priorities and school improvement. Most of the Department's school improvement expenditures were used for student assessment and testing, targeted student populations, and adult/vocational education programs. These areas are integral to school improvement. To support these areas, the Department spends funds on a variety of services, the largest of which are program administration, technical assistance, and information services. In fiscal year 1995-96, most of these services were targeted towards meeting the individual needs and problems of school districts and schools. Moreover, most school improvement expenditures were used to implement statutorily required programs and initiatives.

The Department's continuing challenge will be to constantly assess the amount of funds spent on administrative services against services needed by the school districts. The Department should continue to assess the types and levels of services directed at the state level and local level. This will help ensure that the Department is providing services in the most effective manner possible.

### **Question 3**

**What resources are not targeted toward school improvement? Why is the Department conducting these activities?**

**In fiscal year 1995-96, the Department spent about \$42 million (47% of its total expenditures) on activities not related to school improvement such as general Department administration and student financial assistance. Almost all of these non-school improvement activities are statutorily required.**

The Department spent \$42 million on activities not directly related to school improvement in fiscal year 1995-96.<sup>6</sup> We identified: (1) the types of activities for which these expenditures were used; and (2) why the Department undertook the non-school improvement activity (legislative directive, federal initiative or program, or Department initiative).

#### **A. Department Resources and Activities Not Related to School Improvement**

**The Department used \$29 million of its non-school improvement expenditures for general administration of the Department and \$13 million for student financial assistance, regulatory boards, and post-secondary coordination activities. General Department administration activities are carried out at the state level in order to manage the operations of the Department. The Department should routinely evaluate the proportion of its funds spent on administration.**

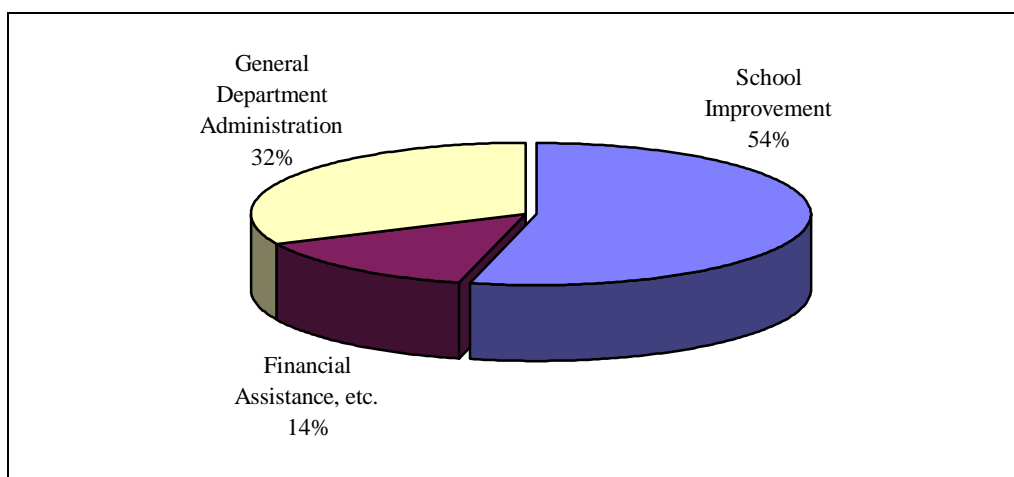
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<sup>6</sup> Refer to page 12 for a definition of school improvement and a list of Department activities related to school improvement.

We identified two categories of activities not directly related to school improvement and resources expended for each (see Exhibit 12):

- **General Department Administration (\$28,612,429):** Activities related to managing the general operations of the Department.
- **Student Financial Assistance, Regulatory Boards, Post-Secondary Coordination Activities (\$13,005,653):** Department activities focused primarily on issues related to student financial assistance, regulatory boards, and post-secondary coordination activities, as opposed to K-12 education.

**Exhibit 12**  
**About 46% of the Department's Total Expenditures Was Used for**  
**Activities Unrelated to School Improvement**



Source: Office of Program Policy Analysis and Government Accountability analysis of data provided by the Department of Education.

**General Department Administration.** The majority of the Department's non-school improvement expenditures (\$29 million of \$42 million) were for general administration. General administration is composed of duties and responsibilities associated with managing the general operations of the Department. These activities include strategic planning, budgeting and accounting services, personnel management, developing and recommending policies and procedures, and resource allocation. General Department administration provides services and functions at the state level to direct, regulate, and maintain the overall K-12 public education system. Exhibit 13 shows examples of services and functions we identified as general Department administration (refer to Appendix F for a complete listing).

**Exhibit 13**  
**General Department Administration Accounts for the Majority of**  
**Resources Used by the Department for Non-School Improvement**

Function	Fiscal Year 1995-96		Examples of Administrative Services/Functions
	Expenditures	FTEs	
<b>Deputy Commissioner Planning, Budgeting, and Management</b>	\$7,944,549	72.0 <sup>1</sup>	<ul style="list-style-type: none"> <li>Carries out top management functions for the Department of Education and the school districts; activities and services include establishing policies, setting objectives, organizing the Department, securing and allocating resources and monitoring performance</li> <li>Oversees management and information systems which provides program and fiscal information used throughout the Department</li> <li>Expenditures for the Knott Data Center and NWRDC are expended from this office's budget (\$3.6 million)</li> <li>Oversees and manages the Retirement Incentive Program</li> <li>Comprehensive Accountability Training (\$2.5 million)</li> </ul>
<b>School Business Services</b>	\$3,604,885	69.5	<ul style="list-style-type: none"> <li>Provides the calculation and distribution of funds for the FEFP and for state categorical programs</li> <li>Administers the federal school lunch and breakfast program</li> <li>Assists users of financial data through published cost analysis reports and production of ad hoc reports of financial data.</li> </ul>
<b>Management Information Systems</b>	\$3,332,183	58.0	<ul style="list-style-type: none"> <li>Plans, develops, and maintains computer-based information systems for internal Department operations.</li> <li>Coordinates Department-wide information resource management activities</li> </ul>
<b>Comptroller</b>	\$1,278,257	42.0	<ul style="list-style-type: none"> <li>Administers the accounting of resources and maintains the financial records for the Department</li> <li>Distributes state and federal allocated funds to districts</li> <li>Maintains the SAMAS system for the Department</li> </ul>
<b>Support Services</b>	\$1,174,783	31.0	<ul style="list-style-type: none"> <li>Oversees business services for the Department</li> <li>Provides printing services, mail services, and supplies for the Department</li> </ul>
<b>Legislative /Cabinet Affairs</b>	\$988,461	9.0	<ul style="list-style-type: none"> <li>Responsible for researching and providing recommendations to the Commissioner for his roles on the Cabinet and the State Board of Education.</li> <li>Responsible for directing and coordinating all state legislative activities of the Department of Education</li> </ul>
<b>Administration</b>	\$906,734	5.0	<ul style="list-style-type: none"> <li>Accountable for the design, development, evaluation of administrative policies to ensure that Department policies and programs meet all state and federal requirements</li> <li>Establishes, facilitates, and maintains contact with staff in the Legislature, Governor's Office, and other state agencies to ensure efficient and effective use of DOE administrative functions.</li> </ul>
<b>Commissioner's Office</b>	\$825,267	6.0	<ul style="list-style-type: none"> <li>Reviews correspondence to the Commissioner, routes it to appropriate office for response, and logs it in the Correspondence Management System</li> <li>Handles administrative responsibilities for the Commissioner</li> <li>Coordinates the Commissioner's appointments to boards/councils/ task forces, and implements his recommendations</li> </ul>
<b>Strategy and Planning</b>	\$785,478	7.0	<ul style="list-style-type: none"> <li>Provides strategic budget planning for the Department and school districts</li> <li>Participates in developing and managing information for the FEFP formula for distribution of funds to the districts</li> <li>Provides information to Legislative Committees regarding potential impact of legislation on the DOE and school districts</li> </ul>
<b>Budgeting</b>	\$573,265	5.0	<ul style="list-style-type: none"> <li>Coordinates budgets presented by the Department divisions for presentation to the Executive Office of the Governor, and the Legislative House and Senate</li> <li>Maintains budget data to determine the operating budget for the subsequent fiscal year</li> </ul>
<b>General Counsel</b>	\$562,853	8.0	<ul style="list-style-type: none"> <li>Serves as legal counsel for the Department of Education, its divisions, bureaus, committees, and numerous boards including the State Board of Education</li> <li>Reviews legal contracts for the Department</li> <li>Reviews and approves all administrative rules promulgated by the Department</li> </ul>
<b>Auditing</b>	\$507,538	10.0	<ul style="list-style-type: none"> <li>Conducts performance audits of federally-funded programs in food services programs</li> <li>Reviews programs for compliance with statutes and rules</li> </ul>
<b>Personnel</b>	\$363,663	8.0	<ul style="list-style-type: none"> <li>Develops and administers recruitment and selection policies and procedures</li> <li>Monitors performance reviews for DOE employees</li> <li>Reviews and processes all personnel actions</li> </ul>

<sup>1</sup>The total money spent by the Department of Management Information Systems (MIS) was \$6,203,986. The \$3,332,183 shown here for MIS includes only the dollars spent on activities that we identified as non-school improvement.

Source: Office of Program Policy Analysis and Government Accountability analysis of information provided by the Department of Education.

**Student Financial Assistance, Regulatory Boards, and Post-Secondary Coordination.** Resources used for student financial assistance, regulatory boards, and post-secondary coordination activities are not directly related to school improvement or legislative priority. The Department spent approximately \$13 million on activities related to post-secondary education, which accounts for 31% of its non-school improvement expenditures. Of this amount, about \$11 million was spent for activities associated with the Office of Student Financial Assistance. This Office administers loans, grants, and scholarships for post-secondary students; provides high school students with information on student loans; monitors recipients of financial aid to confirm they continue to meet requirements and are eligible to continue obtaining financial assistance. The Office also guarantees post-secondary student loans with lenders and assists students with loans to prevent loan defaults. An additional \$1 million was spent to support the State Board of Independent Colleges and Universities and the State Board of Independent Post-Secondary Vocational, Technical Trade, and Business Schools. Also, \$1 million was spent on post-secondary coordination activities.

**B. Why the Department Conducts These Non-School Improvement Activities.**

**Most non-school improvement expenditures were for activities that support legislative directives or requirements. The remainder was spent to support federal programs and/or activities initiated by the Department.**

In general, the Department spends funds on non-school improvement activities that are linked to statutory responsibilities of the Commissioner or the Department. These activities are carried out at the state level to manage the operations and affairs of the Department. In consultation with Department managers, we determined the Department used approximately 96% of its total non-school improvement resources to carry out responsibilities associated with legislative directives or requirements. Administrative activities such as planning, developing policies and procedures, recommending policy, management information systems, and budgeting are required by statute. In addition, the Department's activities for student financial assistance are based on responsibilities and duties specified in statute.

The remaining 4% of the Department's expenditures for non-school improvement supported activities were initiated by the federal government, the Department, or both (combination). For instance, the Office of State and Special Federal Education Programs spent \$78,416 to coordinate the review and analysis of pending state legislation and to provide a central point of contact for the Division of Public Schools on matters concerning new and modified state legislation. This represents an example of a general administrative activity initiated by the Department. An example of a general administrative activity supporting both a state and federally-initiated program (combination) is the \$512,861 spent by the Bureau of Student Services and Exceptional Education to provide leadership and overall management for the Bureau's activities and to coordinate activities related to state and federally-required advisory groups.



## Conclusions

In fiscal year 1995-96, the Department spent about half of its total expenditures on two categories of activities not directly related to school improvement—general Department administration and student financial assistance, regulatory boards, and post-secondary coordination activities. The majority (\$29 million) of the Department's non-school improvement expenditures was used for general administration. The remaining \$13 million was primarily used for student financial assistance. The Department should routinely evaluate the proportion of its funds spent on administration.

### Question 4

**What are the school district superintendents' perceptions of the early effects of the Department's organizational changes and services provided?**

**Most district superintendents expressed concern that the reorganization and downsizing has, to some extent, inhibited their ability to obtain needed services from the Department. District superintendents also identified recent services which met their needs. The majority of district superintendents did not identify services they believe should be eliminated. Our survey was conducted shortly after the Department's major reorganization. Therefore, some of the problems reported by superintendents may have been resolved.**

During June 1996, we surveyed the state's 67 school district superintendents to determine their perceptions of the early effects of the Department's reorganization.<sup>7</sup> Specifically, we asked them to comment on the reorganization's effects on the districts, to comment on the quality of Department's recent services, and to identify Department services or functions that could be eliminated.

**Most (34 of 52) superintendents who responded indicated that the reorganization had, to some extent, inhibited their ability to obtain needed assistance or services from the Department.** Specifically, superintendents reported concerns that the reorganization and downsizing has: (1) eliminated needed services and assistance; (2) slowed down the Department's response time for providing assistance; (3) caused Department staff to cover larger areas of responsibility, leading to the loss of expertise and staff who cannot provide assistance because of their lack of familiarity with the new area; and (4) led to some confusion about who to contact for needed assistance. Educational Facilities was one area that superintendents frequently referred to when identifying problems associated with the reorganization and downsizing. Since our survey was conducted fairly early in the reorganization process, some of these problems

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<sup>7</sup> We surveyed the school superintendents to determine the districts' perspectives of the functions performed by the Department. Fifty-two (78%) of the school superintendents, or their designees, responded to the survey. However, only 44 district superintendents responded to the question regarding the elimination of services or programs.

reported by districts may be improved or resolved as implementation of the reorganization continues.

**District superintendents identified a variety of services recently provided by the Department that they were particularly satisfied with and felt met their needs.** For example, several district superintendents indicated they were very pleased with services provided by the Department's Office of School Improvement. Exhibit 14 provides examples of services superintendents identified as meeting their needs.

**Exhibit 14**  
**District Superintendents Identified a Variety of Services and Assistance They Were Very Satisfied With or Felt Met Their Needs**

<i>Examples of Services Identified as Meeting Needs</i>	
<b>Organizational Unit/Service/Activity</b>	<b>Selected Comments From Several Superintendents About Services They Were Very Satisfied With or Felt Met Their Needs</b>
<b>Office of School Improvement</b>	<ul style="list-style-type: none"> <li>• “provide[s] the information needed to keep the district current with procedures and laws”</li> <li>• “exceptionally responsive to district needs through the sharing of technical assistance and research-based programs/practices information and resources”</li> <li>• “provides exemplary service”</li> <li>• “very helpful, quick response to calls, researched questions”</li> </ul>
<b>Division of Applied Technology</b>	<ul style="list-style-type: none"> <li>• “has been more receptive to our needs and issues are resolved quickly and easily”</li> <li>• “answered questions very well and provided guidance and inservice, they also make themselves available to the district”</li> </ul>
<b>Monitoring</b>	<ul style="list-style-type: none"> <li>• “top quality”</li> <li>• “a recent program audit conducted by DOE was a positive experience”</li> <li>• “monitoring visit reinforced what we felt were problems in our district”</li> </ul>
<b>School Transportation Services</b>	<ul style="list-style-type: none"> <li>• “excellent assistance in the area of state contract for school bus purchases”</li> <li>• “training opportunities organized by the transportation section for mechanics and middle-management/trainees were very good, well done”</li> <li>• “assistance in school bus pool purchasing, drug and alcohol testing, transportation supervision training and technical assistance papers and notices have been outstanding”</li> </ul>

Source: Office of Program Policy Analysis and Government Accountability analysis of a survey of the state's school district superintendents.

**The majority of district superintendents did not identify Department services that should be eliminated. However, a few superintendents identified Department services or programs that they believe could be eliminated or reduced.**

The majority (33 of 52) of district superintendents did not identify services that they believe should be eliminated. In fact, 8 superintendents indicated the Department's staff and functions have been cut too much already, making it difficult for them to obtain the needed services and assistance. For instance, several superintendents indicated that recent cuts to the Office of Educational Facilities were detrimental because of the loss of expertise.

However, a few district superintendents identified Department services they believe could be eliminated or reduced. Program compliance and financial auditing were the services or functions most often mentioned as possibilities for elimination or reduction (five districts). One or two districts also mentioned reducing or eliminating the Human Resource Management Development Program for principals, the Professional Orientation Program for teachers, the School Partnership Program, and the Textbook Exchange Program.

### **Conclusions**

The majority of superintendents we surveyed reported that reorganization has hindered them in obtaining needed services from the Department. However, our survey was conducted early in the reorganization process and some of the concerns may be resolved. District superintendents also identified various Department services with which they were particularly satisfied and most superintendents did not identify any services that the Department should eliminate.

## **Overall Conclusions**

Between November 1994 and September 1996 the Department implemented major organizational changes to reduce its size, transfer decision-making authority and functions to the local level and improve the quality and productivity of the services it provides to school districts. Of the \$12 billion allocated for public education in Florida in fiscal year 1995-96, the Department received less than 1% (\$95 million) of the state's total public education funds to support public education programs.

The Department is using its human and fiscal resources differently since it reorganized and eliminated positions. Between 1994-95 and 1995-96, the Department's total expenditures have remained fairly constant. However, the Department decreased expenditures for personnel, increased spending for purchased services, and changed how it purchases these services. The Department eliminated over 600 positions, transferring over half of these positions to other state agencies. Most services performed by the eliminated positions have been continued by other state agencies, remaining Department staff, or school districts.

The Department also decentralized two major activities, which resulted in reduced Department costs and services being provided closer to its customers.

The Department used approximately one half (\$48 million of \$90 million) of its resources on activities related to legislative priorities and school improvement. Most of the Department's school improvement expenditures were used for statutorily required programs by providing program administration, technical assistance, support services, training, and information services. The majority of school improvement expenditures were targeted towards meeting the individual needs of schools and school districts.

In fiscal year 1995-96, the Department spent \$42 million, or about half of its total expenditures, on two types of non-school improvement activities. General administration expenditures accounted for the majority (\$29 million) of non-school improvement expenditures, financial assistance, regulatory boards, and post-secondary education accounted for the remaining \$13 million.

The Department is using its human and fiscal resources differently since its reorganization and elimination of positions. Therefore, it is important that the Department routinely assess how much of its funds are spent on activities to support school improvement, how it provides services, where the services are targeted, and why the Department is providing the service. For expenditures not used to support school improvement, the Department should continually assess whether these services are necessary and provided in the most efficient and effective manner.

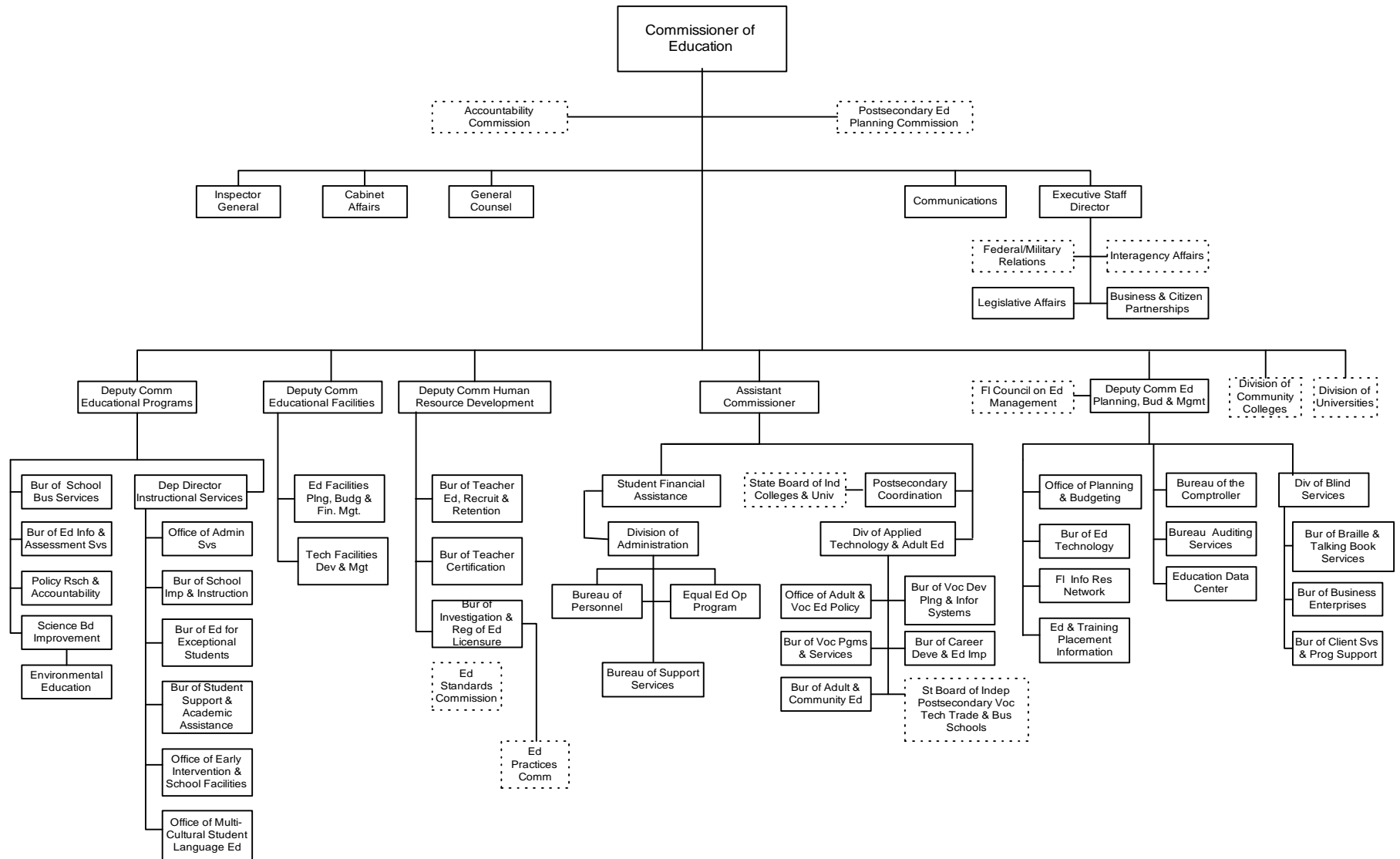
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# Appendix A

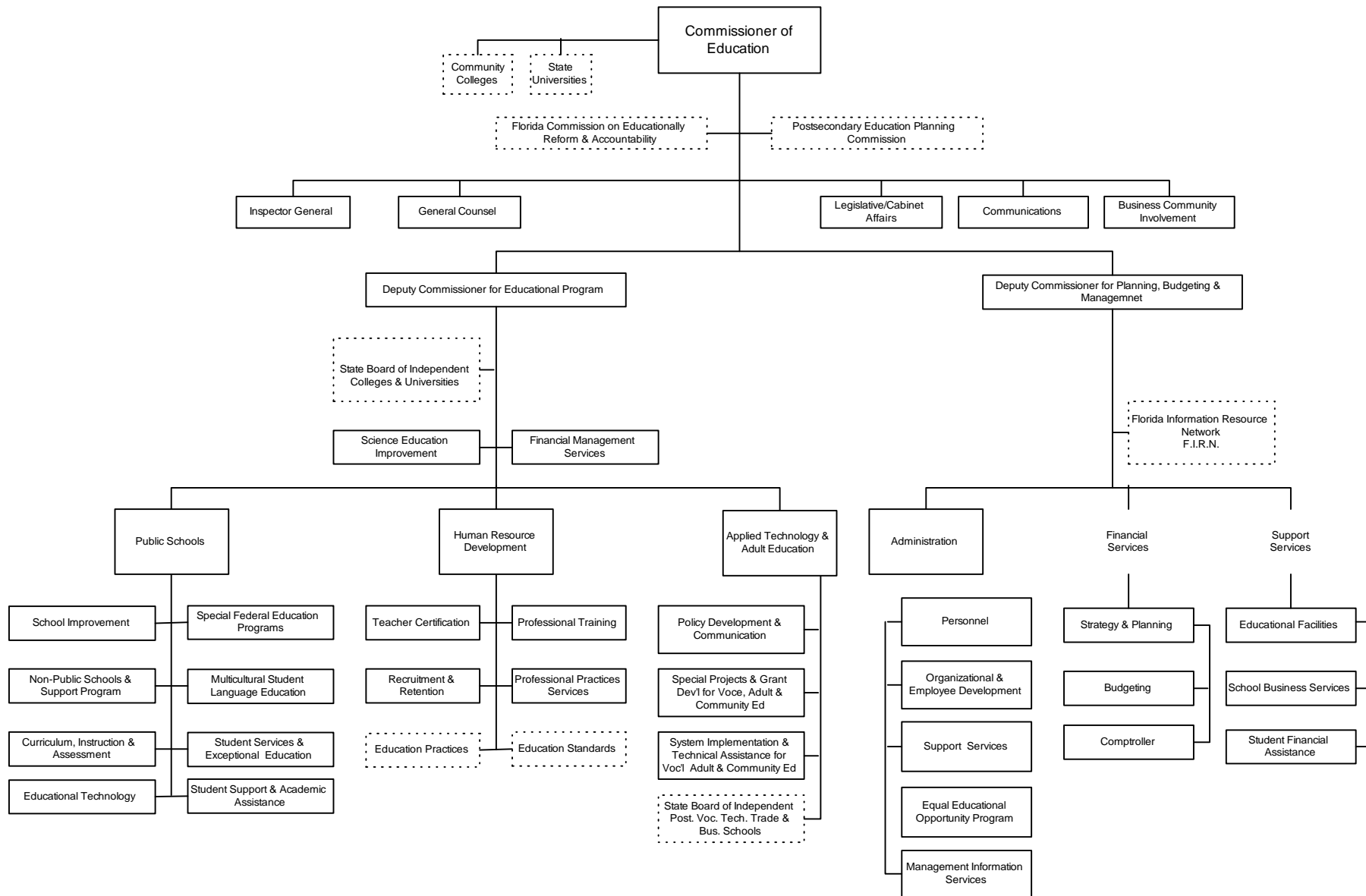
## November 1994 Department of Education Organization Chart



Source: Department of Education.

## Appendix B

### September 1996 Department of Education Organization Chart



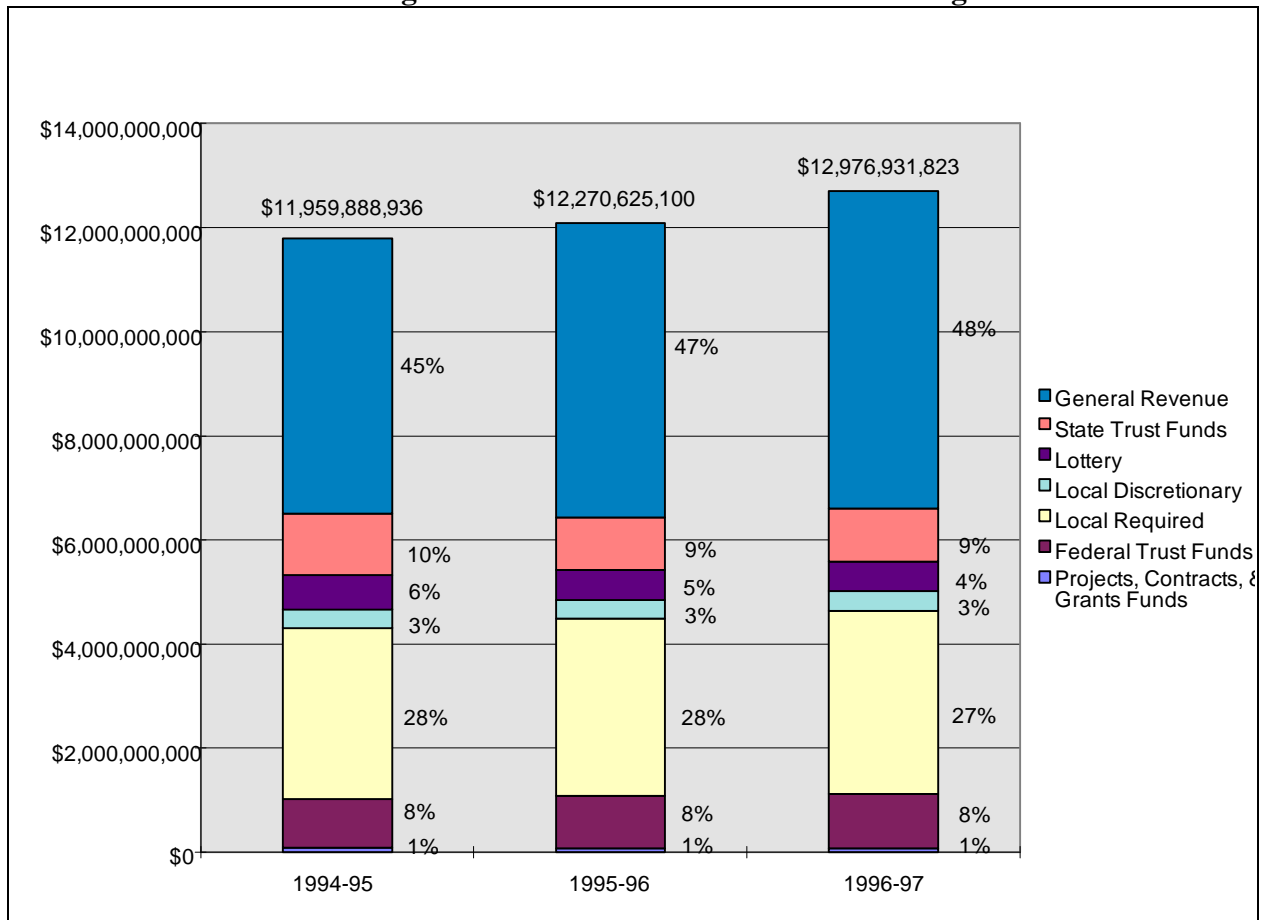
Source: Department of Education.

## Appendix C

### Public School Resource Information

**General revenue funds provided for public school funding has increased by \$900 million between fiscal years 1994-95 and 1996-97.** Funds available for public education in Florida have increased by more than a billion dollars in the past two years, with general revenue funds representing over 80 percent of that increase. Total funding for fiscal year 1994-95 was \$11.9 billion, with \$5.3 billion (45%) from general revenue. In fiscal year 1996-97, \$12.9 billion is available, including \$6.2 billion (48%) in general revenue funds. Chart C-1 shows the total funds available for fiscal years 1994-95, 1995-96, and 1996-97 and the percentage of those funds provided by each funding source.

**Chart C-1**  
**Funding Growth for Public Education Has Resulted Primarily From**  
**Increasing General From 45% to 48% of the Budget**

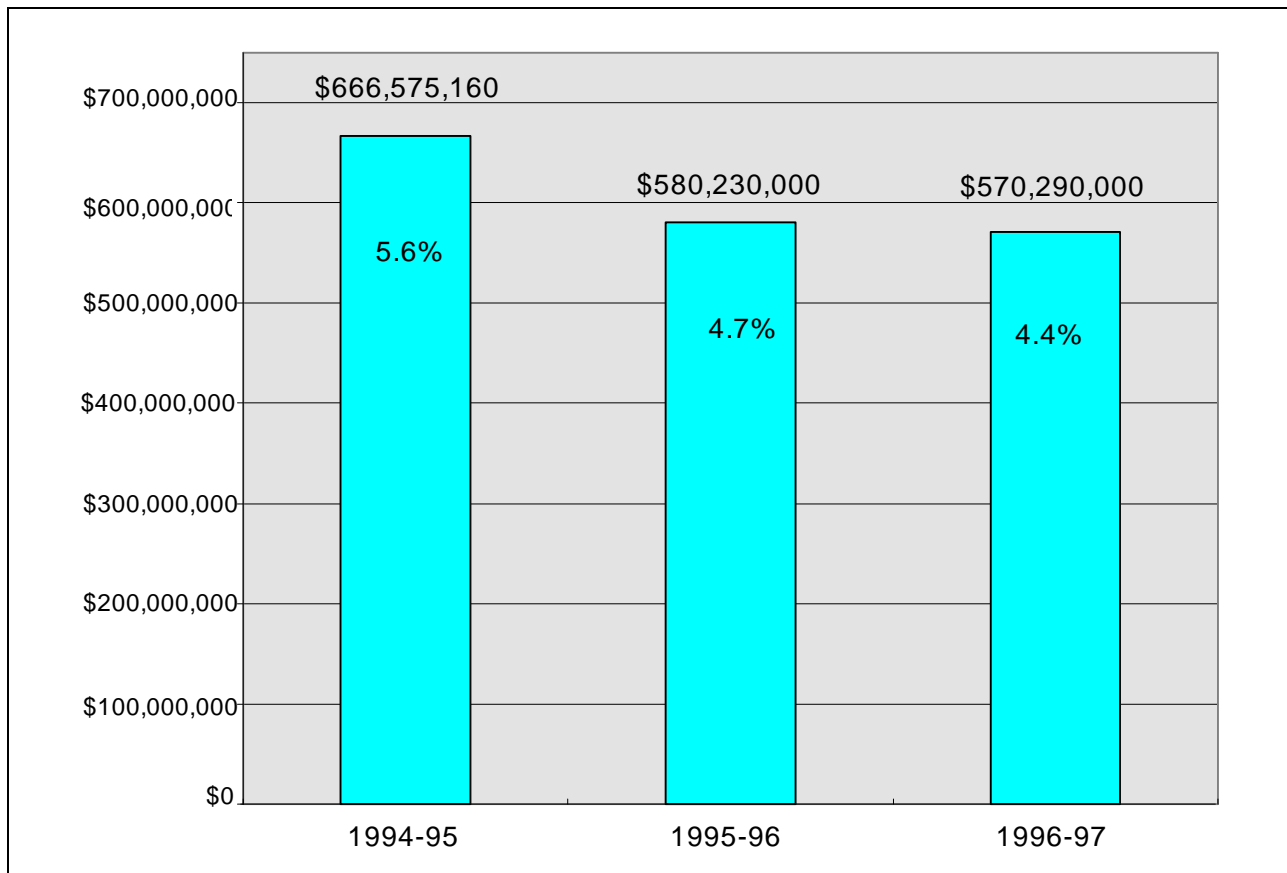


Source: Office of Program Policy Analysis and Government Accountability analysis of data contained in General Appropriations Acts.



**Education funds from the Educational Enhancement (Lottery) Trust Fund have declined since fiscal year 1994-95.** Because lottery ticket sales have declined there was less lottery money available for the Legislature to appropriate for public education for 1995-96 and 1996-97 than for 1994-95. By law, lottery funds can only be used to pay prizes, to pay the costs of lottery operations, or to support education. As a percentage of total funds available for K-12 education, lottery funds have declined from 5.6% in 1994-95 to 4.7% for 1995-96, and to 4.4% for 1996-97 (see Chart C-2).

**Chart C-2**  
**Lottery Funds Available for Public Education Have Declined Since 1994-95**



Source: Office of Program Policy Analysis and Government Accountability analysis of data in the General Appropriations Act.

**Appendix D**  
**Four-Year Position History by Budget Entity**  
**(Fiscal Years 1992-93 Through 1995-96)**

<b>Budget Entity</b>		<b>1992-93</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>
<i>Office of the Commissioner</i>	Authorized	117.5	113.5	97.5	43.5
	PC&G	8.0	8.0	17.0	0.0
	Contracted	0.0	2.0	5.0	0.0
	<b>Total</b>	<b>125.5</b>	<b>123.5</b>	<b>119.5</b>	<b>43.5</b>
<i>Educational Facilities</i>	Authorized	99.0	95.0	72.0	0.0
	PC&G	0.0	0.0	0.0	0.0
	Contracted	0.0	0.0	0.0	0.0
	<b>Total</b>	<b>99.0</b>	<b>95.0</b>	<b>72.0</b>	<b>0.0</b>
<i>Deputy Commissioner of Planning, Budgeting, and Management</i>	Authorized	112.0	104.0	102.5	228.5
	PC&G	12.0	9.0	15.0	52.0
	Contracted	0.0	9.5	9.5	0.0
	<b>Total</b>	<b>124.0</b>	<b>122.5</b>	<b>127.0</b>	<b>280.5</b>
<i>Division of Human Resource Development</i>	Authorized	116.0	115.0	114.0	73.0
	PC&G	1.0	1.0	2.0	2.0
	Contracted	0.0	1.0	1.0	0.0
	<b>Total</b>	<b>117.0</b>	<b>117.0</b>	<b>117.0</b>	<b>75.0</b>
<i>Division of Public Schools</i>	Authorized	227.0	225.0	214.0	131.0
	PC&G	205.0	165.0	164.0	91.0
	Contracted	0.0	77.0	77.0	0.0
	<b>Total</b>	<b>432.0</b>	<b>467.0</b>	<b>455.0</b>	<b>222.0</b>
<i>Division of Applied Tech /Adult Education</i>	Authorized	131.0	126.0	131.0	103.0
	PC&G	23.0	22.0	22.0	19.0
	Contracted	0.0	0.0	0.0	0.0
	<b>Total</b>	<b>154.0</b>	<b>148.0</b>	<b>153.0</b>	<b>122.0</b>
<i>Student Financial Assistance</i>	Authorized	110.0	113.0	110.0	104.0
	PC&G	0.0	0.0	0.0	0.0
	Contracted	0.0	0.0	0.0	0.0
	<b>Total</b>	<b>110.0</b>	<b>113.0</b>	<b>110.0</b>	<b>104.0</b>
<i>Division of Blind Services</i>	Authorized	328.5	326.0	324.0	0.0
	PC&G	0.0	0.0	0.0	0.0
	Contracted	0.0	0.0	0.0	0.0
	<b>Total</b>	<b>328.5</b>	<b>326.0</b>	<b>324.0</b>	<b>0.0</b>
<i>Knott Data Center</i>	Auxiliary	71.0	71.0	71.0	68.0
	<b>Total</b>	<b>71.0</b>	<b>71.0</b>	<b>71.0</b>	<b>68.0</b>
AUTHORIZED		1,241.0	1,217.5	1,165.0	683.0
PC&G		249.0	205.0	220.0	164.0
CONTRACTED		0.0	89.5	92.50	0.0
AUXILIARY		71.0	71.0	71.0	68.0
<b>Total Positions</b>		<b>1,561.0</b>	<b>1,583.0</b>	<b>1,548.5</b>	<b>915.0</b>

Note: Total does not include Deaf and Blind School, Community Colleges, Board of Regents, or PEPC positions as these entities do not report directly to the Commissioner of Education.

Source: Office of Program Policy Analysis and Government Accountability analysis of data provided by the Department of Education.

## Appendix E

### Expenditure Category Definitions

To compare the Department's use of resources between fiscal years 1994-95 and 1995-96 we categorized Department expenditures into four main areas: Personnel, Operations, Purchased Services, and Other. These four areas are defined as follows:

- **Personnel Expenditures** - The Legislature appropriates monies to the Department to fund the salaries and benefits of full-time staff and the expenses to support other-personal-services temporary staff. Additionally, s. 229.085, F.S., authorizes the Department to hire personnel to plan and administer specific federal grants. These positions (Projects, Contracts, and Grants) are time-limited and do not acquire retention rights under the Career Service system.
- **Operating Expenditures** - To support the administrative functions of the Department funds are provided by Legislative appropriations and federal grants. These funds are for the categories of expenses that include rent, supplies, and insurance, and for Operating Capital Outlay (OCO) that is used to purchase equipment (e.g., computers).
- **Purchased Services** - The Department purchases services from outside sources that include the districts, universities, community colleges, and private vendors. The expenditures for these services may be classified into four areas:
  1. Contracts - The Department uses funds to enter into contractual agreements to obtain specific services from a vendor. These agreements are generally used for major funding with government or private vendors and may be single or multi-year in length (e.g., a multi-year contract with a private vendor to develop an assessment instrument required by state statute).
  2. Contracted Positions - Proviso language in the 1992-93 Appropriations Act allowed the Department to use contracted positions to provide services that may have been affected by the elimination of authorized positions. The Department used these contracted positions in fiscal year 1994-95 to provide services needed by the Department. In fiscal year 1995-96 many of these contracted positions were replaced with performance-based contracts from dedicated funds.
  3. Dedicated Funds - Those funds are provided mainly by federal grants for which each Division purchases services from sources outside of the Department.<sup>8</sup> These services may include curriculum development and the development of training manuals
  4. Data Processing Services - The Department purchases its data processing services from the Knott Data Center and the Northwest Regional Data Center.
- **Other Expenditures** - The Department incurs other expenditures as required in proviso language to conduct categorical or special category functions.

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<sup>8</sup> Federal grants awarded to the Department may also include entitlement funds for which each application meeting the funding source requirements receives funding according to a specific formula with no discretion in modifying the calculated amounts. Such funds are often referred to as "flow through" funds.

## Appendix F

### List of Department Activities by Division, Bureau, or Office

In performing these analyses we identified the services the Department provides and the costs of those services. First, each division identified the major services it provides to customers by bureau or office, and by section. Second, Department staff identified the cost of those services (salaries and benefits, Other Personal Services, performance-based project funding, and any other expenses). Expenditure information provided by the divisions was reconciled to the Department's overall expenditures in 1995-96.

<b>Total for the Division of Public Schools</b>	<b>\$33,480,325</b>
<b>Office of the Division Director, DPS</b>	<b>\$1,886,738</b>
• Office of the Deputy Commissioner for Education Programs	343,269
• Office Automation	593,344
• Office of Financial Management	616,668
• Executive Duties	200,074
• Policy Development and Implementation	133,383
• <i>State Board of Independent Colleges and Universities</i>	322,639
<b>Office of School Improvement</b>	<b>\$1,888,729</b>
• Coordinate on-site assistance and services upon request to help schools in their efforts to develop improvement plans and network and coordinate needed resources to the schools, conduct data analysis, and procure federal and state grants.	566,618
• Coordinate training opportunities to help schools in their improvement efforts related to planning, data interpretation, team building, curriculum alignment to student needs, teaching strategies, SAC training, improving student performance	566,618
• Link schools to partner schools which can share in the improvement efforts of their schools.	377,745
• Provide search and information services to identify successful programs and practices that could be used in school improvement efforts.	226,647
• Provide customized research on educational topics through e-mail, identify promising programs and practices, provide ideas and strategies for schools, identify educational experts available to provide technical assistance.	151,101
<b>Non-Public Schools</b>	<b>\$315,770</b>
• Florida Academic Scholars: provide technical assistance to guidance counselors, parents, students about program requirements; conduct workshops; evaluate applications for the certificate program; notify candidates of status, etc.	37,553
• International Baccalaureate program: serve as liaison for the IB programs between districts, state and IBNA; serve on IB on-site visitation teams; develop, update and disseminate data, etc.	24,873
• Home Schooling program: manage all communications regarding home schooling; provide assistance to the Florida Parent Educators Association; provide presentations; update home schooling briefs and surveys.	15,100
• Non-Public Schools Advisory Council: coordinate council, arrange meeting, provide minutes, respond to inquiries, represent DOE at appropriate meetings and forums.	19,841
• Coordination of Monitoring Non-Public Schools	14,681
• Non-Public and Home Education Data Collection	20,080
• Records Registry and Clearinghouse for Graduates of Defunct Non-Public Schools	4,895
• Non-Public Schools/Home Education Information Requests	26,067
• Coordination of Programs in the Office of Non-Public Schools and Program Support	64,852
• Technical Assistance and Training [on waivers]	26,847
• Coordination of Waiver Review and Approval Process	16,108
• Staff Support for the Office of Non-Public Schools	22,646
• Processing of Waivers	8,891
• Office Support for Department Required Data	4,445
• Support staff for Division [of Public Schools] monitoring reports	8,891

<b>Curriculum, Instruction, &amp; Assessment</b>	<b>\$10,750,255</b>
• Florida Science Framework Initiative - Funding to complete the development and implementation of the Florida Science Framework	23,269
• Design and implement state student assessment tests, college tests, licensure examinations, and program evaluations	8,743,501
• Provide technical assistance for analysis, interpretation, dissemination, implementation and revision of federal and state laws, rules, policies, programs and initiatives relating to curriculum and instruction	169,001
• Assist with state and local implementation of best practices related to school improvement through curriculum and instruction.	253,501
• Develop, disseminate, evaluate, revise, and assist implementation of Sunshine State Standards	84,500
• Develop, disseminate, evaluate, revise, and assist implementation of PreK-12 Curriculum Frameworks	84,500
• Develop, disseminate, evaluate, revise, and assist implementation of Course Curriculum Framework	42,250
• Develop, disseminate, evaluate, revise, and assist implementation of Course Code Directory	42,250
• Develop and disseminate special state projects through administration of Eisenhower - Title II Program and other grants. [professional development for math & science teachers]	169,001
• Manage Instructional Materials Adoption Program	303,751
• Coordinate Statewide Library Media Services [responsible for statewide initiatives like SUNLINK (statewide database) and Young Readers Award Program; staff go to districts to provide technical assistance, work w/library media specialists]	223,198
• Bureau Management	145,352
• Postsecondary Education Coordination	466,181
<b>Science Improvement Education</b>	<b>\$1,017,899</b>
• Professional Development Technical Assistance, K-12 Math and Science	586,509
• Environmental Education - integrate environmental education into Pre-K -16 instruction and disseminate environmental education information	274,798
• Solid Waste Education - provide curriculum materials and training on solid waste reduction	156,592
<b>Educational Technology</b>	<b>\$2,026,937</b>
• Teacher/Staff Development in the area of educational technology - four regional educational technology centers; tech team provided grass roots services; Miami Museum of Science Technology Trainers Enhancement, etc.	87,572
• Multimedia Co-development - provides leadership in the development of quality courseware by entering into joint ventures with private corporations to develop instructional technology resources	64,595
• Assistive/Adaptive Technology for Exceptional Students- administrative role in overseeing four positions at regional Florida Diagnostic and Learning Services (FDLRS) centers for the support of technology for the physically impaired	1,545
• Star School - federally funded project, member schools in the southeast region receive staff development via satellite using dishes provided by STAR schools, also developed specialized teacher training video tapes	363,934
• Instructional Television Program Acquisition for K-12 & Community Colleges: utilizes the buying power of the state to save money for school districts and community colleges on the acquisition, instructional video programming	83,459
• Instructional Infrastructure design, technology evaluation and recommendations for K-12, community colleges; reproduction & distribution of instructional video tapes.	265,371
• Support to Florida public radio and television stations through grants administration, broadcast equipment purchases, facilities construction, and administration and direction of the Capitol Technical Center.	180,447
• Teleconferencing Services for public and private clients (SUNSTAR)	58,519
• Software Acquisition [for public school technology]	28,108
• Technical assistance [for public school technology]	68,161
• DOE/Instruction Technology Initiatives: provides support to several DOE instructional technology, Florida Distance Learning Network, support for retro-fitting schools, technology planning at the districts and schools, etc.	152,516
• Contract with Florida Public Broadcasting Services, Inc. , purchase order to the National Public Radio to pay for states' share of national programming and rent for Suite 901 Capitol (55,679)	537,877
• Contract with WFSU-FM for the production and delivery of radio documentaries, daily electronic feeds, a weekly series, and program transmission and maintenance of the radio satellite transmitter located in Tallahassee	134,833
<b>Special Federal Education Programs</b>	<b>\$427,724</b>
• Administers all aspects of assigned federal education programs	199,604
• Collect, maintain, disseminate information concerning additional federal and private grant fund sources. Assist division personnel in the preparation and submission of applications for additional resources.	85,545
• Coordinate the review and analysis of pending state legislation. Provide a central point of contact for the state Division on matters concerning new and modified state legislation.	78,416
• Provide Division leadership on the consolidated state application for federal education funds and for the development and implementation of the local consolidated application for funds.	64,159

<b>Multicultural Student Educational</b>	<b>\$685,282</b>
• Provide on-site technical assistance, training and workshops on the educational rights and services to limited English proficient (LEP) students, and on ESOL program development and implementation.	239,848
• Provide training and workshops to parents/guardians of LEP students.	102,793
• Conduct monitoring/compliance reviews and investigate complaints	137,056
• Collect, review and report on data regarding the educational services to LEP students and outcome measures regarding LEP student performance	102,793
• Process grants/aids to districts and administer the flow-through federally funded grants regarding the education of language minority students	68,528
• Compile data and disseminate information as needed for school and district level personnel and parents/guardians.	34,264
<b>Exceptional Education</b>	<b>\$5,107,972</b>
• Manage over 300 federal entitlement and federal and state discretionary funds for programs for students with disabilities or at-risk, student services functions, and for programs for students who are gifted	264,889
• Monitor state and federal programs for exceptional students statewide, across agencies (school districts, DOC, DJJ) to ensure compliance with state and federal requirements (the individual with Disabilities Education Act).	305,759
• Coordinate data collection activities, within the Department and statewide, required for programs for exceptional students	159,709
• Coordinate and conduct statewide research and evaluation activities to determine the effectiveness of selected statewide initiatives	168,202
• Provide information to parents/district/agency personnel re: their rights (procedural safeguards) under federal/state law; conduct inquiries & resolve formal complaints filed w/DOE re: alleged violations of fed/ state requirements for students w/disabilities	156,586
• Coordinate the development and distribution of materials, including resource manuals, technical assistance papers, training materials, annual and statistical reports regarding ESE, student services, operate a free lending library	248,783
• Identify/develop and assist implementation of appropriate curriculum and instructional methods, assessment programs, and organization of programs for exceptional students in districts, schools, and agencies	487,334
• Analyze, develop, and assist district implementation of policies for exceptional student education programs including those related to determining student eligibility	155,718
• Coordinate and manage statewide efforts for the preparation of personnel in the field of exceptional student education	482,452
• Provide leadership, coordination, and internal management for performance-based contracted activities for student services such as, psychology, social work, guidance, and activities related to the Section 504 of the Rehabilitation Act	1,425,586
• Provide leadership and assistance to districts, schools, and agency programs regarding the implementation and development of appropriate and proactive discipline practices/systems	43,648
• Monitor state programs at juvenile justice facilities through 170 on-site quality assurance visits per year conducted jointly with DJJ; provide technical assistance related to require improvements	339,864
• Coordinate and provide internal management related to the functions of state-mandated programs including the Florida Diagnostic and Learning Resources Systems(FDLRS), "child find" activities, the Multiagency Service Network for Severely Emotional Disturb	248,544
• Provide districts, schools, and agencies assistance in the development and maintenance of effective services for parents of exceptional students	108,037
• Provide leadership and overall management for the Bureau's activities; coordinate activities related to state and federal required advisory groups; coordinate the Bureau's activities, including policy analysis and development	512,861
<b>Student Support and Academic Assistance</b>	<b>\$9,050,380</b>
• Title I: State level administration and oversight of three sections responsible for Title I Basic and Migrant programs, assume responsibility for decision-making and coordination of efforts within the Department	99,400
• Management and Evaluation: State level administration and oversight of section responsible for providing information on Title I, Dropout Prevention and ESOL programs, responsible for decision-making and coordination of Department efforts	52,326
• Dropout Prevention: Administration and oversight of section responsible for administration, technical assistance, monitoring of Dropout Prevention programs; assume responsibility for decision-making and coordination of Department efforts	35,456
• Early Intervention: State level administration, oversight, coordination of Early Intervention programs, assume responsibility for decision-making and coordination efforts within the Department	32,620
• Research & Evaluation for State Accountability (Critically Low and Successful Schools)	158,143
• Evaluation Reports for At-Risk Programs and School Improvement	158,143
• Coordination of Federal/State Accountability Requirements and Migrant Funding	95,844
• Monitoring Title I Programs: conduct site visits primarily to school districts on a four year cycle to ensure that programs are implemented w/state & federal mandates. Title I is largest federal program funded, & districts must expend funds as outlined.	216,745
• Monitor compliance with comparability (school districts are required by federal mandate to allocate the same amount of state and local funds per child to Title I schools as they allocate to non-Title I schools)	63,653
• Administration of property purchased with Title I Migrant funds : maintains inventory of all federally purchased, state-owned migrant property (portable classrooms, vehicles, instructional equipment), assists districts with disposal/transfer of property	68,272

• Review of Project Applications and Amendments. Districts submit an application for each component of Title I program it will use (Title I Basic, Title I Migrant, Title I Neglected and Delinquent, Title I Capital Expenses)	93,093
• Safe and Drug-Free Schools - provide training, technical assistance, program development, implementation, and evaluation, compliance review and project processing	1,188,910
• Intervention and Prevention Services-provide leadership, policy analysis, program implementation and evaluation for comprehensive school health education, Dropout Prevention programs and Safe and Drug-Free Schools	167,119
• Dropout Prevention (educational alternatives, Teenage Parent Programs, Substance Abuse Programs, Alternative Schools, Second Chance Schools, Full Service Schools)	218,468
• Comprehensive School Health Program - Interagency collaboration, health, nutrition, and tobacco education, HIV/STD prevention, physical activity, technical assistance/training, development, implementation and evaluation of program	736,544
• USDE - Title I Basic, Part A : state level administration, oversight, technical assistance, onsite inservice to 67 school districts in development, implementation, evaluation of 270 million in federal funds; review/approve project applications	837,383
• USDE - Title I Migrant, Part C : state level administration, oversight, technical assistance, onsite service to 34 school districts in development, implementation, evaluation of 23 million in federal funds; review/approve project applications	796,782
• USDE - Title I School Improvement - state level provision of technical assistance through workshops, consultant services, onsite planning activities for schools and districts failing to meet state performance standards (Critically low performing Title 1)	2,325,410
• USDE - Title I State Agency for Neglected or Delinquent	119,035
• USDE - Title I Capital Expenses for Private Schools: allocate funds to districts, develop application procedures and guidelines, interpret requirements, provide technical assistance and approve applications	81,146
• USDE - Carl Perkins, Homeless : Administration of funds and project approval, developing allocations, grant criteria, competitive grant awards, allocations, project approval, technical assistance, evaluation and monitoring	195,037
• Florida Legislature State Migrant Early Childhood: state level administration, oversight management, coordination, technical assistance through workshops, consultation and onsite services to 34 school districts, fund allocation	48,462
• Provide leadership and administration of all programs for children birth to age seven; Even Start Family Literacy, Florida First Start, Prekindergarten Early Intervention, Infants and Toddlers and Prekindergarten Disabilities	63,974
• Provide technical assistance and training to 67 school districts and staff who are the district contacts for programs located in the Office of Early Intervention and School Readiness	785,566
• Conduct on-site monitoring of programs for children birth to age seven	265,576
• Resolution of Auditor General Title I findings: provides technical assistance to districts that are resolving audit exceptions	62,259
• Internal office management	85,014

<b>Total for the Division of Human Resource Development</b>	<b>\$6,543,749</b>
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<b>Division Director, HRD</b>	<b>\$518,015</b>
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• Participate in and provide leadership to relevant national and state professional organizations, advocacy groups, committees, and task forces	35,012
• Manage and supervise the Bureau of Teacher Certification, Office of Professional Practices Services, Office of Professional Training Services and Office Teacher Recruitment and Retention and administer the Education Practices Commission. and Education Standards Commission.	124,169
• Determine the needs and allocate resources for the Division; provide leadership and direction through participation in Strategic Planning; provide comprehensive technical assistance to schools, districts, and organizations on topics of Division responsibility	201,280
• Assist in the development of changes in Legislation and State Board of Education Rules	58,353
• Represent the Commissioner and Deputy Commissioner as requested.	23,341
• Collaborate with appropriate entities and agencies such as colleges, universities, FDLE, FBI, service providers, districts and schools; promote intra/inter-divisional coordination functions.	75,860

<b>Teacher Certification</b>	<b>\$2,443,739</b>
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• Implement statutorily required initial and renewal certification process: applications/correspondence production; office visitors information (50,000 applications)	1,115,628
• Maintain records/scan, indexing, data recording (150,000 documents)	637,496
• Telephone assistance (16 lines @ 70,000 calls)	371,870
• Manage necessary technology system; liaison work with network data center, vendors	66,404
• Coordinate with FBI, FLDE, other relevant agencies to establish and implement essential procedures necessary for accurate processing	30,812
• Design and provide appropriate technical assistance/training programs on requirements for teacher certification and renewal	30,812
• Provide information to public and to the school districts on teacher certification and renewal	30,282
• Conduct essential coordination with postsecondary institutions throughout the nation	30,812

• Coordinate with Office of Professional Practices, Education Practices and Standards Commission to ensure appropriate communications	30,812
• Assist in the development of new policies and rules by working with other office/bureau, professional organizations, agencies, and legislative representatives.	30,812
• Perform intra/inter-divisional responsibilities, including, but not limited to functions related to personnel, budget, legislation, and administration	30,812
• Manage process necessary for the upgrading of the technology system to foster greater efficiency and effectiveness	37,187
<b>Professional Training</b>	<b>\$1,905,990</b>
• Develop, deliver, coordinate model professional development programs such as Clinical Educator, Florida Performance Measurement System, ESOL, Tools for Managing School Improvement, Technology Training	240,920
• Professional development projects awards - Florida Academies for Excellences in Teaching and Academy support	1,161,462
• Florida League of Teachers Teach to Teach model Award	204,100
• School district projects (training and materials development and delivery)	92,181
• Implement a system of initial and continuing approval of teacher preparation training programs at colleges and universities.	102,951
• Provide leadership and coordination of Professional Orientation Program	24,724
• Provide leadership and coordination for implementation of Master Inservice Plans and Inservice Training	14,482
• Implement a process for review and approval of "add-on" certification programs for school districts.	36,206
• Perform intra/inter-divisional responsibilities including, but not limited to, functions relating to legislation, project management, budget, and administration, budget, personnel, etc.	28,964
<b>Recruitment and Retention</b>	<b>\$420,841</b>
• Coordinate statutorily required teacher referral and recruitment programs, including, but not limited to, the Great Florida Teach-In, Florida Future Educator Clubs, toll-free telephone, and promotional materials	131,953
• Administer Florida Troops to Teachers Program	64,813
• Coordinate Statewide reward and recognition programs: Florida Teacher of Year, Crista McAuliffe Ambassador for Education, Florida School Related Employee of Year, Ida Baker Distinguished Minority Educator Award	145,881
• Sponsor colloquiums designed to promote professional excellence, including but not limited to, Florida Teacher Roundtable, Teacher of the Year Symposium, and Education Summit.	34,210
• Assist in promulgation of materials relative to assessment of the level of district staff satisfaction with services, customer satisfaction surveys (services related to professional development)	19,548
• Perform intra/interdivisional responsibilities including personnel budget, legislation and administration	24,436
<b>Professional Practices</b>	<b>\$695,482</b>
• Review criminal histories (1080 cases 1995-96) and process complaints of alleged violation of the Code of Ethics/Principles of Professional Conduct by Educators (712 cases 1995-96) seeking or holding a certificate	607,017
• Coordinate with the Education Standards Commission, the Education Practices Commission, and the Bureau of Teacher Certification to ensure appropriate communication and processing of educator certificates	27,573
• Coordinate with the FBI, FDLE, and other relevant agencies to establish and implement essential procedures necessary for the investigative process [on professional practices]	9,601
• Coordinate with FBI, FDLE, and other relevant agencies to establish and implement the monitorial program needed to identify instructional and non-instructional personnel whose criminal history is inconsistent with high levels of ethical and moral conduct	2,058
• Provide information to the public on professional practices, specialized responses to the media, case information to representative legal counsel	27,573
• Design and provide appropriate technical assistance/training programs to district staff and teachers on the Code of Ethics and Principles of Professional Conduct.	1,370
• Perform intra/inter divisional responsibilities including, but not limited to, functions related to personnel, budget, legislation, and administration	20,290
<b>Education Practices Commission</b>	<b>\$340,558</b>
• Prepare for and conduct quasi-judicial hearings to resolve charges against educators or certification applicants: 228 cases were adjudicated in 1995-96	47,094
• Implement Education Practices Commission decisions, including monitoring of orders of probation for 1,000 cases	47,094
• One time payment of claims bill	31,157
• Manage DOE contract for Recovery Network Program [Education Practices = professional regulation]	129,471
• Design and provide technical assistance/training programs	18,940
• Coordinate inter/intra-agency communication about Education Practices Commission	18,940
• Promulgate procedural rules	9,470
• Coordinate statutorily required joint meeting with Education Standards Commission	18,940
• Perform intra/inter-divisional functions related to personnel, budget, legislation, and administration	19,452
<b>Education Standards Commission</b>	<b>\$219,124</b>



• Prepare for and coordinate ESC meetings to accomplish statutory duties regarding teacher preparation, certification, professional development, and evaluation of personnel	104,946
• Develop and review Code of Ethics and Principles of Conduct	7,038
• Provide information to the public	14,993
• Coordinate the development and implementation of the Certified Teacher Aide Welfare Training Program, a multi-agency effort	14,076
• Design and provide appropriate technical assistance/training programs, including the Code of Ethics and Principles of Professional Conduct	14,992
• Coordinate the project for the identification of subject area competencies for teachers in math, science, social studies, language arts, and elementary education in alignment with the Sunshine State Standards	12,439
• Coordinate with Office of Professional Practices Services, Education Practices Commission, and Bureau of Teacher Certification	14,075
• Make presentations to the Commissioner of Education, State Board of Education, and other appropriate groups; hold public hearings	22,489
• Perform intra/inter-divisional responsibilities including, but not limited to, personnel, budget, legislation, and administration	14,076

<b>Total for the Division of Applied Technology</b>	<b>\$8,951,947</b>
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<b>Division Director, Applied Technology</b>	<b>\$766,000</b>
• Provides leadership on developing proactive strategies for improving vocational, adult, and community education in Florida and coordinates division functions.	386,000
• Researches and develops reports on policy issues and issues policy statements and "white papers."	45,000
• Ensures compatibility of policy relating to vocational, adult, and community education with DOE, the Legislature, and with external agencies-Enterprise Florida, Labor, DHRS, local school districts, community colleges, and universities	90,000
• Develops long-range division plans with the involvement of internal and external customers.	55,000
• Coordinates and tracks federal and state legislative issues and communications; communicates impact of proposed legislation to Legislative Affairs Office and internal and external customers.	75,000
• Responds to legislative requests for information and submits required reports.	50,000
• Coordinates Division communications with the State Board of Education (Cabinet) and State Board of Career Education. Guides division staff in the development and processing of administrative rules and generating required reports and information.	15,000
• Develops and coordinates marketing campaigns [market opportunities in vocational and adult education by promoting our programs and the needs of our programs]	10,000
• Works with both bureaus and director to ensure division resources are focused at meeting division goals.	20,000
• Develops divisional organizational and staff development initiatives.	20,000
• <i>State Board of Independent Postsecondary Vocational, Technical Trade, and Business Schools</i>	774,176
• <i>Florida Council for Vocational Education</i>	4,911
<b>Special Projects and Grant Development for Vocational, Adult and Community Education</b>	<b>\$3,951,904</b>
• Provides leadership, coordination, evaluation, and administration of Bureau functions to drive Department/Division policy into all grant programs, pilot initiatives, instructional material development/dissemination, and staff development.	173,797
• Reviews/develops/approves/distributes documents and technical assistance materials for all grants. Prepares state plans and accountability reports, develops RFPs to comply with federal/state criteria, locates new funding sources.	150,000
• Facilitates the Division's use of distance learning and telecommunications access and the Division's interface with DOE's multiple data bases (SUS, community colleges, private colleges, private trade and industrial schools)	50,000
• Prepares all correspondence between DOE and local educational agencies and other public/private grant recipients. Includes letters of intent, project and amendment approval letters, notification of inability to fund.	150,000
• Maintains computerized database of all fed/state applications, projects, grants. Responsible for monitoring process to ensure fiscal compliance. Provides regional training and technical assistance to LEAs on fiscal issues by the federal government.	150,000
• Researches emerging trends and initiatives for development, administration, and implementation of short and long term projects.	200,000
• Promotes statewide career development initiatives for K-Adult, develops products supporting career development, provides tech assist to districts and Occupational Specialists, develops information for career and education database.	325,289
• Plans, develops, and delivers materials, conferences and local/regional workshops to support applied technology, adult, and community education and school improvement.	50,000
• Administers the Distribution Contract, Products Catalog, and other related contracts; produces products, processes orders, and collects funds; provides user technical support for a wide variety of printed, video, multimedia, and software products	1,097,119
• Administers Division activities relates to Florida's GED testing, scoring, accounting, and reporting. Provides tech assist to testing sites and annually provides certificates, as appropriate, to 30,000 test takers (funds generated from test fees).	395,840
• Provides technical assistance on grant applications, maintains management information systems for each program, provides fiscal & programmatic reports, preservice and inservice for grantees and maintains statewide equipment inventory.	150,000
• Administers JTPA section 402-Adult Migrant Program Federal Funds	387,144
• Administers JTPA Section 123 Funds	265,258
• Administers Perkins Sex Equity Funds	93,346

• Administers Perkins and Adult Education Grants. Determines funding formula amounts for secondary and postsecondary vocational funding and for adult education programs. Receives, approves, and monitors grants.	125,447
• Computer software support for DOE products to schools, colleges, etc., and office automation support for the Division. This includes support for the purchase and maintenance of PC hardware, software, and connectivity.	150,000
• Liaison to the Comptroller's Office, Division of Administration, Deputy Commissioner's Office, and Division of Community Colleges on Division budget, grant, and audit issues.	38,664
<b>System Implementation and Technical Assistance for Vocational, Adult and Community Education</b>	<b>\$3,454,956</b>
• Provides leadership, coordination, evaluation, and administration of Bureau functions to drive implementation of validated pilot initiatives to continuously improve existing statewide performance.	290,000
• Proposes and develops standards, benchmarks and assessment measures, including SCANS competencies, for vocational/academic frameworks. Annually reviews program data and structures to ensure quality, efficiency, and effectiveness.	371,798
• Coordinates vocational program related activities across division lines, including leveling committee activities, provides input to the Course Code Directory, responds to school district waiver requests and certification issues.	123,933
• Develops and maintains a system of measures for vocational and adult education that is compatible with workforce development. Analyzes the data to measure qualitative and quantitative program improvement in vocational, adult, and community education.	400,000
• Monitors projects and grants that develop curriculum and assessment strategies and enhance instruction, and for the vocational student organizers.	100,000
• Maintains active participation with state and national curriculum, professional and school reform affiliates.	100,000
• Operates the Interagency School-To-Work Joint Services Office which coordinates and administers the implementation of Florida's School-To-Work system. Oversees the School-To-Work Clearinghouse contract, designs RFPs, and coordinates evaluation.	450,000
• Assists LEAs in the development of a comprehensive workforce education system that establishes benchmarks/improvement strategies. Includes welfare to work, one-stop career centers, high skill/high wage jobs, literacy, family issues.	500,000
• Provides technical assistance that promotes high student achievement by promoting the alignment of standards, best practices, assessment, fiscal resource systems, community partnerships, instructional strategies. [Vocational and adult education programs]	585,000
• Serves as a broker of information between the school districts and community colleges in regions with the Department, the Division, and other state agencies. [technical assistance]	500,000
• Film Institute - Legislatively established institute of industry advisors to provide expertise to the development of instructional material	34,225
Deputy Commissioner PBM	\$ 7,944,549
Division of Administration	906,734
Bureau of Personnel	363,663
Bureau of Support Services	1,174,783
Equal Education Opportunity Program	425,808
Management Information Systems	6,203,986
Organizational and Employee Development	400,784
Strategy and Planning	785,478
Budgeting	573,265
Bureau of Comptroller	1,278,257
Office of Auditing	507,538
Educational Facilities	1,418,976
Bureau of School Business Services	4,171,836
Office of Student Financial Assistance	11,411,845
Office of Commissioner	825,267
Office of Inspector General	122,297
Office of the General Counsel	562,853
Office of Legislative/Cabinet Affairs	988,461
Office of Communications	237,049
Office of Business/Community Involvement	320,590
FCERA	410,074
<b>Total</b>	<b>\$90,010,11</b>

## **Appendix G**

### **Response From the Department of Education**

In accordance with the provisions of s. 11.45(7)(d), F.S., a list of preliminary and tentative review findings was submitted to the Commissioner of Education for his review and response.

The Commissioner's written response is reprinted herein beginning on page 40.



FLORIDA DEPARTMENT OF EDUCATION

Frank T. Brogan  
Commissioner of Education

March 5, 1997

Mr. John W. Turcotte  
Director, Office of Program Policy Analysis  
and Government Accountability  
Post Office Box 1735  
Tallahassee, Florida 32302

Dear Mr. Turcotte:

Reference your preliminary and tentative report containing findings and recommendations that may be included in your review of the Department of Education's Use of Resources.

The Department concurs, in general, with the comments and conclusions included in the report. We are, however, concerned with comments made by some superintendents that the reorganization has hindered them in obtaining needed services from the Department. The fact that the surveys were completed early in the reorganization may explain the comments. A major emphasis of the reorganization was to redefine the role of the Department from that of monitoring and auditing to one of providing technical assistance to districts. Districts should experience a significant increase in the ability and desire of the Department to provide assistance when necessary.

It has been, and will continue to be, a goal of my administration to continually review the services performed by the Department to ensure they are necessary and effective. Functions which are not conducive to the improvement of education in Florida will be considered for elimination, privatization, or transfer to a more appropriate state agency.

Please contact my staff if we may provide additional assistance or information

Sincerely,

Frank T. Brogan  
Commissioner

FTB/wp

