

PROPOSED WORKFORCE EDUCATION RECOMMENDATIONS

Issue	Recommendation
Establish a plan for workforce development education that addresses:	
a) The alignment of school district and Florida College System workforce development education programs to ensure cost efficiency and mission delineation	<ol style="list-style-type: none"> 1. <i>The Legislature should maintain and support the current workforce education delivery system to allow local workforce area needs to be met while continuing to ensure cost efficiency.</i> 2. <i>The Legislature should statutorily require an independent review of the alignment of Florida’s workforce education system, every three years, to ensure cost efficiency and mission delineation expectations are being met.</i>
b) The need for college credit certificate programs	<ol style="list-style-type: none"> 3. <i>Florida College System institutions should continue offering college credit certificate programs because they are directly linked to workforce need and demand. Additionally, student completion, employment, and earnings are high.</i> 4. <i>Florida College System institutions should conduct a review every three years to ensure college credit certificate programs seamlessly articulate to related associate and baccalaureate degree programs based on a demonstrated workforce need and demand.</i>
c) The need for non-college credit certificate programs	<ol style="list-style-type: none"> 5. <i>Florida College System institutions and district career technical centers should continue offering non-college credit certificate programs because they are directly linked to workforce need and demand. Additionally, student completion, employment, and earnings are high.</i> 6. <i>Florida College System institutions and district career technical centers should conduct a review every three years to ensure non-college credit certificate programs are directly linked to workforce need and demand.</i>
d) The merit of retaining the associate in applied science degree	<ol style="list-style-type: none"> 7. <i>The Department of Education should clearly distinguish the requirements and characteristics of associate in science and associate in applied science programs.</i> 8. <i>The Division of Career and Adult Education should revise existing statewide curriculum frameworks to distinguish each program as either associate in science or associate in applied science.</i>
e) Consolidation of adult general education programs within school districts	<ol style="list-style-type: none"> 9. <i>The Legislature should not consolidate adult general education programs within school districts. Currently school districts, Florida colleges, and community-based organizations are meeting the needs of their communities. This local decision-making should be maintained.</i>

	<p>10. <i>The Legislature should revise s. 1004.93, F.S., to further emphasize that the goal of adult education is employment.</i></p> <p>11. <i>The Legislature should statutorily require an independent review of Florida’s adult general education system, every three years, to ensure cost efficiency and effectiveness.</i></p>
<p>f) The consistency of workforce education data collected and reported by Florida College System institutions and school districts, including the establishment of common elements and definitions for any data that is used for state and federal funding and program accountability</p>	<p>12. <i>The Department of Education, school districts and the Florida College System institutions should ensure that, beginning in the 2013-14 school year, workforce education data collected and reported include common data and definitions for state and federal accountability programs.</i></p>
<p>Additional Issue added by HECC:</p> <p>g) Examine the need for Applied Technology Diploma and Advanced Technical Certificate programs</p>	<p>13. <i>The Department of Education should establish a task force comprised of business and industry representatives as well as cross-sector postsecondary education representatives from school district career centers and Florida College System institutions to review the need for applied technology diplomas and advanced technical certificates and make recommendations to the HECC.</i></p>

PROPOSED WORKFORCE EDUCATION PLAN BY STATUTORILY REQUIRED ISSUE

Issue (a): The alignment of school district and Florida College System workforce development education programs to ensure cost efficiency and mission delineations.

Background. The mission of Florida’s Workforce Education System is to help ensure that Florida has the skilled workforce needed to grow and diversify its economy. The primary customer of workforce education is Florida’s businesses and industries and therefore workforce education programs in Florida are designed and tailored to meet their needs. As indicated in “*Closing the Talent Gap – A Business Perspective: What Florida needs from its Talent Supply Chain*”, Florida’s Workforce Education System is committed to solidifying and enhancing the Talent Supply Chain to focus on creating a pool of talent that will help both our existing and future businesses thrive in the global innovation economy.

For students in workforce education programs, the goal is employment in demand occupations.

Workforce education programs are designed to ensure that students have access to programs that are linked to employment opportunities that result in self-sufficiency. Florida’s workforce education programs provide training designed to meet local and state workforce needs and help Florida compete in the global economy by building a broadly-based, highly-skilled, and productive workforce. Workforce education programs include both postsecondary career education and adult education programs.

Any workforce education program may be offered by a Florida College System institution or a school district, except that college credit in an associate in applied science or associate in science may be awarded only by a Florida College System institution [s. 1011.80(2), F.S.]. Workforce education programs have uniform program lengths and program standards that are adhered to by school districts and Florida College System institutions. The primary mission and responsibility of Florida colleges is responding to community needs for postsecondary academic education and career degree education [s. 1004.65, F.S.]. School boards must provide for the establishment and maintenance of career schools, departments, or classes giving instruction in career education as defined by the State Board of Education [s. 1001.42, F.S.]. Florida has 103 statewide articulation agreements that ensure our workforce education students entering postsecondary institutions are seamlessly provided the opportunity to meet career pathway goals.

There are several statutory provisions [s. 1011.80(4), F.S.] currently in law that requires both school districts and colleges to continually assess the cost efficiency of their workforce education programs. The law requires that all funding for workforce education programs be based on cost categories, performance output measures, and performance outcome measures. Additionally, the Legislature has prescribed and defined workforce education performance output and outcome measures. Staff utilized many of OPPAGA's recently published reports regarding workforce education to assist in the development of these recommendations³.

The Florida College System and the K-12 Public Education System strive to deliver cost-efficient workforce education programs to ensure tax payers and students are provided a high quality education at the lowest cost possible. The Office of Program Policy Analysis and Government Accountability (OPPAGA) Report 10-62 found that, "there is relatively little duplication in programs within individual counties because districts and colleges typically avoid offering the same postsecondary career education programs within the same counties. Thus, the option to consolidate postsecondary career education programs under colleges is unlikely to result in more flexibility to align program offerings with local area workforce needs and would not likely produce significant long-term savings through an overall reduction in duplicative program offerings."

Recommendations

- The Legislature should maintain and support the current workforce education delivery system to allow local workforce area needs to be met while continuing to ensure cost efficiency.
- The Legislature should statutorily require an independent review of the alignment of Florida's workforce education system, every three years, to ensure cost efficiency and mission delineation expectations are being met.

³ School Districts and Colleges Share Responsibility for Workforce Education; Duplication Is Minimal, Report No. 10-61 (December, 2010); Consolidating Workforce Education Would Bring More Uniformity; Mixed Results on Whether Evidence Supports Other Stakeholder Arguments, Report No. 10-62 (December, 2010); Colleges Perform Slightly Better Than School Districts in Career Education; Neither Clearly Outperforms in Adult Education, Report No. 10-63 (December, 2010); Profile of Florida's Public Workforce Education Program Providers by Service Area, Report No. 10-65 (December, 2010); Summary of OPPAGA Reports Examining Workforce Education Programs and Legislative Options, Report No. 11-07 (February, 2011)

Issue (b): Examine the need for college credit certificate programs.

Background. College credit certificate programs are a deliberate compilation of related technical courses that prepare students for employment in specific occupations linked to the [targeted occupations list](#). These programs also provide opportunities for incumbent workers who wish to upgrade their technical knowledge and skills for career advancement. In addition to the technical course components, students may have the opportunity to earn a nationally recognized industry certification or state or federal licensure to enhance employment prospects.

Any workforce education program may be conducted by a Florida College System institution or a school district, except that college credit in an associate in applied science or an associate in science degree may be awarded only by a Florida College System institution. However, if an associate in applied science or an associate in science degree program contains within it an occupational completion point that confers a certificate or an applied technology diploma, that portion of the program may be conducted by a school district career center [s. 1011.80(2), F.S.].

Florida College System institutions are authorized to offer the following college credit certification programs pursuant to State Board of Education Rule 6A-14.030, F.A.C., *Instruction and Awards in Community Colleges*:

Technical Certificate (College Credit Certificate or CCC): “A program of instruction of less than sixty (60) credits of college-level courses, which is part of an associate in science degree (A.S.) or an associate in applied science degree (A.A.S.) program offered in the State of Florida and which prepares students for entry into employment.”

Applied Technology Diploma (ATD): “A course of study that is part of an associate in science degree (A.S.) or an associate in applied science degree (A.A.S.), is less than sixty (60) credit hours, and leads to employment in a specific occupation...An applied technology diploma program may consist of either technical credit or college credit.”

Advanced Technical Certificate (ATC): “A program of instruction of nine (9) hours or more but less than forty-five (45) credit hours of college-level courses may be awarded to students who have already received an associate in science degree or an associate in applied science degree and are seeking an advanced specialized planning program of study to supplement their associate degree.”

Currently, there are 126 CCCs, 14 ATDs and 132 ATCs offered by Florida College System institutions. Enrollment in CCC programs account for approximately 14% (21,612) of the average annual enrollments

in CTE programs (156,170) at Florida College System institutions. Similarly, completions (60%) and job placements (80%) have been steady. There are far fewer ATDs with an enrollment of 1,657 reported by school districts reported in seven ATD programs with 75% employed earning an average of \$33,117 annually. Colleges reported 2,811 students enrolled in 12 ATD programs with an 88% employment rate with annual average earnings \$55,808 during 2009-2010.

The Office of Program Policy Analysis and Government Accountability (OPPAGA) examined the performance of *college credit certificate programs* in 2010 and did not recommend changes. *OPPAGA Report No. 10-26* recommended that the Targeted Occupations List (TOL) not be the only factor in program decisions. Instead, local education agencies should also develop programs based on local employer needs that may or may not be captured on the TOL or regional TOL.

After further review of the OPPAGA reports, and Florida Department of Education enrollment and completion data, the CCC programs appear to be meeting their intended outcome in preparing students for specific, entry-level occupations in targeted areas. Annual earnings of CCC completers have hovered around \$38,000 for the past three years. A large increase in CCC enrollments (21,000) occurred in 2009-10, an increase of over 5,000.

Recommendations:

- Florida College System institutions should continue offering college credit certificate programs because they are directly linked to workforce need and demand. Additionally, student completion, employment, and earnings are high.
- Florida College System institutions should conduct a review every three years to ensure college credit certificate programs seamlessly articulate to related associate and baccalaureate degree programs based on a demonstrated workforce need and demand.

Issue 4(c): Examination of the need for non-college credit certificate programs.

Background. Non-college credit certificate programs are comprised of a sequence of courses that provide coherent and rigorous content aligned with challenging academic standards and relevant technical knowledge and skills needed to prepare for further education and careers. The following non-college credit certificate program is authorized and offered by district career centers and Florida College System institutions:

Career Certificate (CC): *“A course of study that leads to at least one occupational completion point. The program may also confer credit that may articulate with a diploma or career degree education program, if authorized by rules of the State Board of Education. Any credit instruction designed to articulate to a degree program is subject to guidelines and standards adopted by the Department of Education pursuant to chapter 1007. The term is interchangeable with the term “certificate career education program.””*

State Board of Education Rule 6A-14-030, F.A.C., also defines non-college credit certificate programs as:

Career and Technical Certificate: *“Each community college and postsecondary technical center may provide programs of instruction consisting of non college-level courses to prepare for entry into employment. The courses shall be classified in the Community College Management Information System as postsecondary adult career and technical courses. Satisfactory completion of courses within the programs shall be recognized by the award of units of measure called technical credit. Upon satisfactory completion of a planned program, including the demonstration of the attainment of predetermined and specified performance requirements, and subject to law and rule, the career and technical certificate shall be awarded.”*

Career Certificates may also be referred to as Postsecondary Adult Vocational Certificates (PSAV). Career Certificates do not require students to have high school diplomas to enroll in the program, but students must attain a specified score on a basic skills exam to complete the certificate program or qualify for an exemption in accordance with State Board of Education Rule 6A-10.040, F.A.C. Although career certificates do not require a high school diploma to enroll in the program, some of the regulated occupations (nursing, law enforcement, etc.) for which these programs train require a high school diploma in an addition to other requirements mandated by the regulatory authorities.

Of particular note, is the viability of the career certificate as a pathway for Florida’s adult education population--adults who do not have a high school diploma and/or lack basic literacy skills. The 2009-2010 reporting year revealed that Florida registered more than 340,000 individuals into Adult Basic Education (ABE), General Educational Development (GED), Adult High School (AHS), and English for Speakers of Other Languages (ESOL) programs. It is estimated that nearly 2 million Floridians over the

age of 18 lack a high school diploma, and that more than 1.7 million adults in Florida have reading skills below the 8th grade level (Source: OPPAGA Report No. 11-04). According to popular reports, current labor market trends and forecasts indicate that a high school diploma is not enough for today's workforce needs since it has been projected that more than 70% of jobs created from 2006-2020 will require more than a high school diploma. The Division of Career and Adult Education has refocused adult education on increasing the number of adult education students who enter postsecondary education and receive a degree certificate or industry certification.

Currently, there are 77 career certificates offered by Florida College System institutions and 193 by school districts. Florida College System enrollment in career certificate programs accounted for approximately 22% (27,626) of the 2008-09 enrollments in college CTE programs (127,849). Among 2008-09 college career certificate enrollees, 36% earned a certificate that academic year and among those completers, 82% were found employed, in the military, or in further postsecondary education. School district career certificate enrollments are approximately 85% (58,866) of the 2008-09 enrollments in district postsecondary CTE programs (69,632). Among 2008-09 district career certificate enrollees, 37% earned a certificate that academic year and among those completers, 79% were found employed, in the military, or in further postsecondary education⁴.

OPPAGA examined the performance of PSAV programs and did not recommend any changes. *OPPAGA Report No. 10-26* recommended that the Targeted Occupations List (TOL) not be the only factor in program decisions. Instead, local education agencies should also develop programs based on local employer needs that may or may not be captured on the TOL or regional TOL. After further review of the OPPAGA reports, and Florida Department of Education enrollment and completion data, the career certificates appear to be meeting their intended outcome in preparing students for specific, entry-level occupations in targeted areas. Annual earnings of career certificate completers have hovered around \$37,250 for the past three years. Through statewide articulation agreements and local inter-institutional articulation agreements, career certificates are also a viable pathway to the AAS or AS for students meeting college requirements for admission to a degree program.

Recommendations:

⁴ Sources: Community College Student Database, Workforce Development Information System, Florida Education & Training Placement Information Program

- Florida College System institutions and district career technical centers should continue offering non-college credit certificate programs because they are directly linked to workforce need and demand. Additionally, student completion, employment, and earnings are high.
- Florida College System institutions and district career technical centers should conduct a review every three years to ensure non-college credit certificate programs are directly linked to workforce need and demand.

Issue 4(d): Evaluation of the merit of retaining the associate in applied science degree

Background. Associate in Science (AS) and Associate in Applied Science (AAS) degrees have the same technical curriculum, but the AS curriculum is specifically designed to prepare an individual for entry to the workforce and in increasing numbers for transfer to a related baccalaureate program. The AAS degree is primarily intended to prepare students for entry into the workforce. When the AAS was developed in Florida, it was intended to be a terminal-to-work degree while the AS would be dual purpose – career preparation and limited transfer to select upper division programs. According to s. 1004.02, F.S., for licensure purposes, the term "associate in science degree" is interchangeable with "associate in applied science degree."

In March 2010, the Florida College System's Council on Instructional Affairs (CIA) began a review of the existing AAS and AS programs to determine whether the AAS is still a viable option and make determinations whether a program should be designated as AAS or AS. With the assistance of the Occupational Education Standing Committee (OESC), each AAS/AS curriculum framework was analyzed. It was determined that a limited number of AAS degrees, intended primarily to lead to entry level employment in a career, are warranted to ensure that the workforce need is met and students have access to degree opportunities while the vast majority of the programs have been recommended as AS programs that will serve the workforce needs and transfer to related baccalaureate degrees.

Since the Southern Association of Colleges and Schools Commission on Colleges (SACS-COC) requires at least 15 college credits of general education to be included in any associate degree, the resulting difference between the AAS and the AS in Florida is hardly distinguishable. By separating the AAS and AS programs, unnecessary duplication will be eliminated and programmatic integrity ensured.

Recommendations:

- The Department of Education should clearly distinguish the requirements and characteristics of associate in science and associate in applied science programs.
- The Division of Career and Adult Education should revise existing statewide curriculum frameworks to distinguish each program as either associate in science or associate in applied science.

Issue 4(e): Consolidation of adult general education programs within school districts

Background. Currently, school districts and Florida College System institutions determine at the local level whether, how, and where they should offer adult education programs. During the 2010-11 school year, 330,000 students participated in an adult education program, with over 80% being served by a school district. The purpose of Florida’s adult general education services is to enable adults to acquire; the basic skills necessary to attain basic and functional literacy; a high school diploma or successfully complete the GED test; and an educational foundation that will enable them to become more employable, productive, and self-sufficient citizens [s. 1004.93., F.S.]. There are many types of adult education programs such as the adult basic education program, adult high school, general educational development (GED) program, citizenship program, applied academics for adult education and the adult English for speakers of other languages program. Students who test below the 9th grade skill level enroll in Adult Basic Education and students who test above the 9th grade level enroll in the GED program. According to OPPAGA (report # 11-04), in the 2008-09 school year, approximately 66% of students enrolled in adult education programs were adults (over the age of 18) who wanted to improve their employability. Adult education programs are offered in a variety of settings including adult education centers, technical centers, high school and college campuses, churches, hospitals, etc.

OPPAGA also found that most adult education students left programs before achieving documented learning gains, which lessened their ability to find employment and increase their earnings. The Department of Education has recently begun to implement several high impact reforms in adult education by focusing on further linking adult education to employability. Florida is leading the nation in terms of aligning its adult education programs to career pathways. This effort embodies the slogan, *“learn to earn.”*

Florida’s reform efforts to re-engineer its adult education programs are targeted towards the following goals, to:

- increase the number and percentage of adult education students who enter postsecondary education and earn a degree, certificate, and/or industry credential;
- increase the number of adult general education students who earn an adult high school diploma or GED to successfully transition into postsecondary education; and

- increase the percentage of adult high school diploma and GED recipients earning a postsecondary degree, certificate, or industry certification within three years.

The 2011 Legislature set a precedent by requiring students to pay a fee to enroll in an adult education program offered by a school district or Florida colleges. The adult general education fee is \$45 per half year or \$30 per term and for non-resident students the fee is \$135 per half year or \$90 per term. It is anticipated that the DOE will have preliminary supplemental information on program enrollment for the fall of 2011 in November to determine the impact, if any, on the new tuition policy.

Recommendations:

- The Legislature should not consolidate adult general education programs within school districts. Currently school districts, Florida colleges, and community-based organizations are meeting the needs of their communities. This local decision-making should be maintained.
- The Legislature should revise s. 1004.93, F.S., to further emphasize that the goal of adult education is employment.
- The Legislature should statutorily require an independent review of Florida's adult general education system, every three years, to ensure cost efficiency and effectiveness.

Issue 4(f): The consistency of workforce education data collected and reported by Florida College System institutions and school districts, including the establishment of common elements and definitions for any data that is used for state and federal funding and program accountability.

Background. Florida is a leader in data quality. Florida’s workforce education data resides within a vast and comprehensive K-20 data system. This system is recognized nationally for its quality, and Florida is acknowledged as a leader in the field of education data. According to the national Data Quality Campaign, in 2006 Florida was the first state to meet all ten essential elements for a statewide longitudinal data system and is still one of only 24 states to do so. Florida is one of only 13 states to have met six or more of the Data Quality Campaign’s prescribed state actions. Florida met seven of the ten. No state has met all ten.

Current Agency Initiatives to Improve Data Consistency. The following outcomes planned under the federal American Recovery and Reinvestment Act Statewide Longitudinal Data Systems grant will help improve data consistency. The outcomes will improve the structure, collection, and management of workforce education data.

Outcome 1: Upgrade Source Data Systems: The initiative “Source System Upgrade (SSU)” involves integrating the three source systems K-12, Florida College System (FCS) and Workforce Development Information System (WDIS) into one system. This will affect the structure and collection of data. The new schema will result in better data structure and controls because data elements common for students and staff across K-12, FCS, and WDIS will be integrated.

Implementation of comprehensive two tier Data Quality process with the Department controlled validation rules will improve the quality of collected data. Applying the same set of validation rules across all sources will improve the consistency of data.

Outcome 2: Assign a Unique Identifier: The initiative “Statewide ID (SID)” will result in assigning a unique identifier to every student and staff at point of entry into the Florida public education system and subsequent submissions. This will affect the collection and management of data. The assigned statewide ID reflected back by the Local Source System (LSS) in their submissions will help link the collected student and staff records with the records in the system. Tracking a student or staff across the three source systems is better managed using Statewide ID.

Outcome 3: Public Access Reporting Tool: The initiative “Public Access Reporting Tool (PART)” will implement a central reporting tool for use by a wide range of consumers with varying levels of access. This will affect management of reports and result in consistency of reported data.

The above outcomes will be progressively planned, designed, and tested through June 2013. During the testing phase, a representative sample of local source systems will be engaged to validate that the modernized system produces results similar to the current system and the data exchange formats are tested.

The Key Metrics in Postsecondary Career and Technical Education (CTE)

The three-legged stool of CTE accountability and funding data comprises enrollment, completion, and post-completion outcomes. Florida college and school district enrollment and completion data are stored in student-level databases; Commission for Independent Education (CIE) institutions report aggregated enrollment and completion data at the program level. Post-completion outcomes include employment placement (including military enlistment), earnings, and continuation of postsecondary education.

College and School District Student Databases

Current law [s. 1008.41, F.S.] provides the Commissioner of Education the authority and direction to coordinate a workforce education management information system that uses uniform structures and common definitions for the collection and management of Florida college and school district student-level data. According to the law, the system must provide for individual student reporting; compliance with state and federal confidentiality requirements; maximum use of automated technology; and annual reports of student enrollment, completion, and placement by program. All system components shall be comparable between Florida colleges and school districts. The current system provides for reporting data in compliance with federal accountability requirements associated with the Carl D. Perkins Career and Technical Education state grant. The system is also used for compliance with career program reporting requirements specified in s. 1008.43, F.S. In addition, workforce education data are used for state funding models.

The workforce education student data system comprises two distinct databases: the Community College Student Database (CCSDB) for college reporting and the Workforce Development Information System (WDIS) for school district reporting. Because school districts must report both K-12 and

workforce education data to the state, WDIS is conjoined with the K-12 Automated Student Information System and the two databases share a number of data elements. The Bureau of Education Information and Accountability Services maintains governing authority over WDIS data elements to ensure consistency among the shared elements. The CCSDB is a stand-alone database. Both systems collect data three times a year during specified submission periods. The Department of Education holds regular meetings with staff from the colleges and school districts to discuss proposed changes and ensure consistency across sectors and among institutions.

Commission for Independent Education

The CIE collects aggregate student data by program for purposes of determining compliance with Rule 6E, Florida Administrative Code, and calculating institutional licensing fees. Rule 6E specifies performance thresholds for institutions licensed by the CIE. Non-accredited institutions holding a Provisional or Annual License with less than a 60% placement rate or 50% retention rate are required to submit an improvement plan to CIE. Institutions accredited by an agency recognized by the United States Department of Education must meet the accrediting agency's requirements for placement and retention. Institutions that do not meet the requirements of the accrediting agency are required to submit an improvement plan to CIE. Institutions that continue to fall below the targets may see their license revoked. Rule 6E also specifies that licensing fees for institutions be determined by number of enrollments: the larger the enrollment, the higher the fee. The CIE is supported by the fees collected from licensed institutions and does not receive general revenue.

Data are submitted from October 1 – November 30 of each year through the CIE website. Program data include total enrollment; Florida resident enrollment; non-resident alien enrollment; enrollment by age group; enrollment by race; total withdrawals; total graduates; and the number of graduates employed in field of training, the military, and continuing postsecondary education. All institutions licensed by the Commission are required to report this data, and submitted data are subject to on-site audits.

The CIE also provides a portal for licensed institutions to submit individual student data to Florida Education and Training Placement Information Program (FETPIP). This data submission is voluntary for all institutions licensed by the Commission. However, some institutions that are supported by state or federal funds are required to submit data to FETPIP. For example, institutions that are approved training providers for Regional Workforce Boards are required to submit student-level data. These data

are transmitted directly to FETPIP and not used or maintained by CIE. The Commission does not have statutory authority to collect individual student data.

FETPIP

Post-completion outcome data are the result of matching student data with FETPIP. FETPIP is a data collection and consumer reporting system established by s. 1008.39, Florida Statutes, to provide follow-up data on former students and program participants who have graduated, exited, or completed a public education or training program within Florida. The statute requires all elements of Florida's workforce development system to use information provided through FETPIP, for any project requiring automated matching of administrative records for follow-up purposes. FETPIP, in partnership with the Education Data Warehouse (EDW), provides the added capability to continue research from education into the workforce, allowing for the possibility to follow students from kindergarten into employment. These data systems exist within an umbrella unit referred to as Integrated Education Data Systems (IEDS).

Analysis: Key Data Elements

The analysis aligned the reporting of Florida colleges, school districts, and CIE institutions licensed by CIE related to data reported for the three principal metrics of workforce education accountability and funding: enrollment, completion, and post-completion outcomes.

Enrollment Data Elements

Enrollments are reported in two ways: headcounts and hours. Hours can then be converted into fulltime equivalents (FTE). The CIE collects headcounts but not hours. Colleges and districts collect and report both. Colleges convert both credit-hour and clock-hour enrollments into FTE. Districts offer only clock-hour programs, and they convert hours to FTE by dividing total hours by 900, which is consistent with the colleges.

All three systems use a common ten-digit coding rubric for their programs. The first three digits identify the subject cluster of the program. The next six digits specifies the code for the federal Classification of Instructional Programs (CIP) subject category that best fits the program. The final two digits constitute a unique identifier assigned by MIS staff that distinguishes certificate programs from degree programs. In addition to the common ten-digit program code, school districts have a unique seven-character alphanumeric code for each program called Vocational Program Code.

Enrollment data are aggregated and unduplicated differently depending on report requirements. For example, one report may roll up enrollments for a program credential type, e.g. Associate in Science (AS), statewide. At this level, if a student was in an AS program in two different colleges, the student would be counted only once. If the report is by program credential type and college, the student would be included in the enrollment report for both colleges. For colleges, the most common dimensions are institution, program credential type, and program. For districts they are district, school, program credential type, and program. For CIE institutions, they are institution, program credential type, and program. College, district, and CIE institution headcounts can be disaggregated by race and gender.

CIE institution enrollments are based on aggregate data reported to CIE, but college and district enrollments must be extracted from the student databases. District program enrollment data are based on program numbers reported by districts into the WDIS system. College program enrollments require an extra step. Since programs and courses are reported on two separate tables, MIS staff must match program records to the course table to look for a corresponding course record. Students may be enrolled in a program, but not enroll in any courses during the same term. The reason for this difference between the two databases is because among all district programs, courses and programs are inextricably linked. Students in colleges have more credential varieties and program options available to them and are likely to change their program of study multiple times during their college career. In addition, any given course may be applied toward completion of several credential types and programs. Therefore, college program data must be independent from course data. Table 1 below summarizes the findings of the analysis of enrollment data.

Table 1
Aggregated Headcount Data by Program are Available in All Sectors; Colleges and School Districts Report Student-Level Headcount and FTE

Sector	Program Codes	Headcount Data	FTE Data
Colleges	CIP	Student-level, unduplicated as necessary	Clock hours reported by course and divided by 900 for FTE
School Districts	Vocational Program Code and CIP	Student-level, unduplicated as necessary	Clock hours reported by course and divided by 900 for FTE
CIE Institutions	CIP	Aggregate headcounts collected	Instructional hour data not required

completer.⁶ Students who meet these completion criteria are reported as full program completers. In addition, many career certificate programs have designated “Terminal OCPs” that mark exit points where students may leave a program with a set of skills required for employment in a specific occupation, but these students are not classified as full program completers.⁷ Table 2 summarizes the findings of the analysis of completion data.

Table 2
Aggregate Full Program Completer Data are Available in All Sectors;
Colleges and School Districts Report Student-Level Completers

Sector	Completion Data
Colleges	Full program completers reported at student level.
School Districts	Full program completers reported at student level.
CIE Institutions	Aggregated full completers reported by program

Post-Completion Outcome Data Elements

A critical measure of the effectiveness of career education programs is the extent to which completers are placed in high-wage jobs or continuing their postsecondary education. All three systems collect data related to labor market outcomes and continuing education. Colleges and districts transfer annualized files of student data to FETPIP, which matches completer identifying information to its databases to determine if completers were found employed in the fourth quarter of the year or enrolled in postsecondary education in the fall term after completion.

⁶ Career certificate programs (also known as Postsecondary Adult Vocational programs) require that students meet minimum levels of mathematics, language, and reading skills that align with occupational requirements to successfully complete the program.

⁷ Districts have a mechanism through which “derived completion” can be calculated, which constitutes completion of a terminal OCP and meeting the basic skills requirement. Derived completions are used in the district performance-based incentive funding calculation. The college student data system does not include an element that indicates if a student has met a program’s basic skills requirement (see Table 6), so there is no way to make an analogous calculation of derived completion for college career certificate students.

The CIE provides a portal for licensed institutions to submit individual student data to FETPIP. This data submission is voluntary for all institutions licensed by the Commission. However, some institutions that are supported by state or federal funds are required to submit data to FETPIP. For example, institutions that are approved training providers for Regional Workforce Boards are required to submit complete data. These data are transmitted directly to FETPIP and not used or maintained by CIE.

All other CIE institutions report aggregate numbers of annual graduates employed in field of training, employed in military, and continuing postsecondary education. These data are collected at the local level. The employed in the military and continuing postsecondary education are comparable to the FETPIP data, but FETPIP cannot determine if employment is related to the field of training. The Unemployment Insurance Database, which forms the backbone of FETPIP’s labor market data, does not include occupational codes. Table 3 summarizes the findings of the analysis of post-completion outcome data.

Table 3
Comparable Post-Completion Outcome Data are Available from
Colleges, School Districts, and Some CIE Institutions⁸

Sector	Outcome Data
Colleges	FETPIP match
School Districts	FETPIP match
All CIE Institutions	Aggregate, locally collected data
Some CIE Institutions Required to Report Grant Accountability Data	FETPIP match

⁸ Outcome measures include employment, military enlistment, earnings, incarceration status, public assistance, and enrollment in postsecondary education.

Analysis: Comparison of School District and Florida College Student Data Elements. The second phase of the analysis was an element-by-element alignment of the CCSDB and the WDIS database to determine if data specifications are comparable. CIE data were not included in the second phase because CIE does not collect, nor is it authorized to collect, student-level data. Data elements in both systems were categorized as unique if they were found in only one system or common if they were found in both. Each unique element was analyzed to determine if the information it contained was applicable to the other system.

If, as was often the case, a college element applied to credit-based programs school districts do not offer, the element was coded as not applicable. Elements were also classified as not applicable if there was no requirement or reasonable need to collect the data. For example, the school district data system does not collect information on high school diploma status among students in technical certificate programs, an issue cited by OPPAGA as an inconsistency.⁹ At this time, however, a high school diploma is neither required universally for admission nor used for state/federal funding or accountability. The college system has elements that record high school diploma status, but colleges are allowed to report missing values, and it is not collected for all programs.

Each unique element was also flagged as “critical” if it pertained to enrollment, completion, or placement calculations. All unique elements that are applicable to the other system and flagged as critical are listed in Tables 4 and 5.

**Table 4
Critical College Data Elements Applicable to but not Currently Reported by School Districts**

Unique College Student Database Elements	Description
Total Clock Hours Earned Toward Award	Cumulative count of clock hours earned which apply to current program
Completion Date	Date degree or certificate was awarded to student

⁹ OPPAGA Report No. 10-18 (January 2010)

Table 5
Critical School District Data Elements Applicable to but not Currently Reported by Colleges

Unique District Data Elements	Description
CTE Basic Skills Examination	Indicates if a career and technical education student has demonstrated mastery of required minimum basic skills for the program of enrollment.
Industry Certification Identifier	Specifies the industry certification or technical skill assessment that the student has attempted. College data is collected via supplemental file for a subset of CTE students.
Industry Certification Outcome	Indicates if a student passed the industry certification or technical skill assessment attempted. College data is collected via supplemental file for a subset of CTE students.

Elements common to both systems were evaluated for both technical and substantive consistency. Elements were categorized as technically different if the structure of the data did not match; for example, the elements did not have the same number of possible values. Common elements were flagged as substantively different if the meaning of comparable information contained in the elements was inconsistent. For example, reported gender should be comparable, but one system has an “unknown” value and the other does not. Each common element was flagged as “critical” if it pertained to enrollment, completion, or placement calculations. All common elements that are technically different, substantively different, and flagged as critical are listed in Table 6.

Table 6
Critical Data Elements Common to School Districts and Colleges

School District Data Elements	College Student Database Elements	Comments
Adult Educational Functioning Level, Initial	Adult Educational Functioning Level, Initial	Colleges have two values for adult secondary low (grade level 9.0-10.9): high school diploma and no high school diploma. Colleges also have values for workplace readiness course and adult program not requiring a functioning level.
Birth Date Ethnicity Gender Race (American Indian or	Student Birth Date Ethnicity – Hispanic/Latino Gender Race (American Indian or Alaska	Colleges collect unknown values; districts do not.

Alaska Native, Asian, Black or African American, Native Hawaiian or Other Pacific Islander, White)	Native, Asian, Black or African American, Native Hawaiian or Other Pacific Islander, White)	
First-Time Student Indicator	First-time Student Flag	Colleges include value of not applicable for students enrolled exclusively in adult education, continuing workforce education, lifelong learning, or educator preparation institute.

Recommendations:

- The Department of Education, school districts and colleges should ensure that, beginning in the 2013-14 school year, workforce education data collected and reported include common data and definitions for state and federal accountability programs.

Additional Issue: (g) Examine need for Applied Technology Diploma

Background. While the existing CTE programs are viable and meeting intended outcomes, it is time to review if ATDs are necessary. For example, the ATD is offered by both school district career centers and Florida College System institutions while school districts must offer as career credit or non-college credit, the Florida College System institutions have the option of non-college credit or college credit. The purpose of this type of cross-over program is to provide opportunities for students to begin a program of study at a career center that seamlessly and completely articulates into an associate degree program in the Florida College System. State Board of Education Rule 6A-10.024, F.A.C., delineates how ATDs are administered and requires the Articulation Coordinating Committee to document and maintain the guaranteed transfer of ATD credit toward AS and AAS degrees.

ATDs are an example of a program type that may need revision or elimination after a thorough review of inputs, outputs and outcomes. During 2010-11 only 14 ATDs are being offered, primarily in health areas, and with school district enrollment of 1,657 and college enrollment of 2,811, it is unclear whether these programs are still viable and meeting their initial intent of providing a degree pathway for students enrolling in a CC or entering employment in careers.

Recommendation

- The Department of Education should establish a task force comprised of business and industry representatives as well as cross-sector postsecondary education representatives from school district career centers and Florida College System institutions to review the need for applied technology diplomas and advanced technical certificates and make recommendations to the HECC.

Establish a plan for workforce development education that addresses;

The alignment of school district and Florida College System workforce development education programs to ensure cost efficiency and mission delineation.

76. The Legislature should maintain and support the current workforce education delivery system to allow local workforce area needs to be met while continuing to ensure cost efficiency.
77. The Legislature should statutorily require an independent review of the alignment of Florida’s workforce education system, every three years, to ensure cost efficiency and mission delineation expectations are being met.

The need for college credit certificate programs

78. Florida College System institutions should continue offering college credit certificate programs because they are directly linked to workforce need and demand. Additionally, student completion, employment, and earnings are high.
79. Florida College System institutions should conduct a review every three years to ensure college credit certificate programs seamlessly articulate to related associate and baccalaureate degree programs based on a demonstrated workforce need and demand.

The need for non-college credit certificate programs

80. Florida College System institutions and district career technical centers should continue offering non-college credit certificate programs because they are directly linked to workforce need and demand. Additionally, student completion, employment, and earnings are high.
81. Florida College System institutions and district career technical centers should conduct a review every three years to ensure non-college credit certificate programs are directly linked to workforce need and demand.

The merit of retaining the associate in applied science degree

82. The Department of Education should clearly distinguish the requirements and characteristics of associate in science and associate in applied science programs.
83. The Division of Career and Adult Education should revise existing statewide curriculum frameworks to distinguish each program as either associate in science or associate in applied science.

Consolidation of adult general education programs within school districts

84. The Legislature should not consolidate adult general education programs within school districts. Currently school districts, Florida colleges, and community-based organizations are meeting the needs of their communities. This local decision-making should be maintained.
85. The Legislature should revise s. 1004.93, F.S., to further emphasize that the goal of adult education is employment.
86. The Legislature should statutorily require an independent review of Florida's adult general education system, every three years, to ensure cost efficiency and effectiveness.

The consistency of workforce education data collected and reported by Florida College System institutions and school districts, including the establishment of common elements and definitions for any data that is used for state and federal funding and program accountability

87. The Department of Education, school districts and the Florida College System institutions should ensure that, beginning in the 2013-14 school year, workforce education data collected and reported include common data and definitions for state and federal accountability programs.

Examine the need for Applied Technology Diploma and Advanced Technical Certificate programs

88. The Department of Education should establish a task force comprised of business and industry representatives as well as cross-sector postsecondary education representatives from school district career centers and Florida College System institutions to review the need for applied technology diplomas and advanced technical certificates and make recommendations to the HECC.