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## ABSTRACT

Florida's Workforce Development Education (WDE) Program was subjected to an evaluation and justification review to determine its benefit to the state and evaluate its systemwide performance. The following components of Florida's WDE program were evaluated: career and technical education (CTE); adult education programs; and continuing education programs. The review established that Florida's WDE program provides a public benefit and should continue. It was credited with meeting local and state workforce needs and helping Florida compete in a global economy. In fiscal year 2000-2001, the WDE program met most standards for the number and percentage of associate in science degrees and college credit certificate program completers placed in jobs or continuing their education. The program's performance for its remaining legislative measures could not be evaluated for several reasons. Associate in science degree program completion rates tended to be low; however, CTE programs generally improved program completers' earnings. Nine exhibits are included. The following items are appended: Florida requirements for justification reviews; descriptions of the activities of the three divisions assigned WDE program responsibilities; descriptions of Florida's career and technical education, adult education, and continuing workforce education programs; earnings over time for students in the 1995-1996 cohort; and the Florida Department of Education's response to the study. (MN)

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ED 465 891

## Justification Review

### Workforce Development Education Program Department of Education

Report No. 02-32 May 2002

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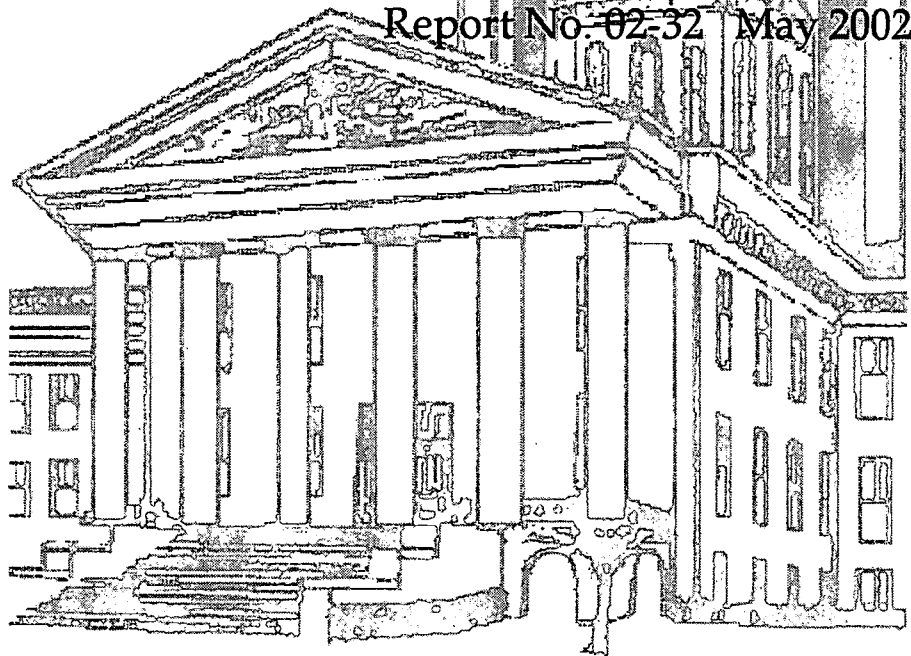
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# Justification Review

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**Workforce Development Education Program**  
Department of Education

Report No. 02-32 May 2002



*Office of Program Policy Analysis  
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*John W. Turcotte, OPPAGA Director*



**The Florida Legislature**  
OFFICE OF PROGRAM POLICY ANALYSIS AND  
GOVERNMENT ACCOUNTABILITY



John W. Turcotte, Director

May 2002

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

I directed our office to examine the *Workforce Development Education Program* administered by the Department of Education. OPPAGA reports findings and recommendations as required by the Government Performance and Accountability Act of 1994. Becky Vickers and Deborah Wagar conducted the examination under the supervision of Jane Fletcher.

We wish to express our appreciation to the staff of the Department of Education for its cooperation and the many courtesies shown us during the course of the examination.

Sincerely,

A handwritten signature in black ink, appearing to read "John W. Turcotte".

John W. Turcotte  
Director

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## *Executive Summary*

# Justification Review of the Workforce Development Education Program

## Purpose

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This report is one of three reports that present the results of our program evaluation and justification review of the Workforce Development Education Program administered by the Department of Education. This report evaluates the Workforce Development Education Program's benefit to the state, workforce development education system-wide performance, and program performance measures. A second companion report will concentrate on the performance of adult education/literacy programs. A third report will evaluate performance of apprenticeship programs. Together these three reports cover the statutory requirements for a justification review.

## Introduction

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The purpose of the Workforce Development Education Program is to help students attain those skills that enable them to become or remain economically self-sufficient. The program provides training designed to meet local and state workforce needs and to help Florida compete in a global economy by building a broadly based, highly skilled, more productive workforce.

The 28 community colleges and 58 of the 67 district school boards in Florida carry out program service delivery. In Fiscal Year 2000-01, school district programs served 643,901 students and community colleges served 360,588 students in workforce programs.

For ease of discussion, we have grouped Florida's public postsecondary workforce development education programs into three categories: career and technical education programs, adult education programs, and continuing education programs. Career and technical education programs prepare individuals for entry into a specific occupation by completing

- an associate in science degree,
- a college credit certificate,
- an adult vocational certificate, or
- an apprenticeship program.

Adult education programs provide courses for individuals who need literacy, basic education, and English language training to improve job performance and/or to move into higher paying jobs. Continuing education programs are courses designed to improve skills for individuals who are already employed.

The program is funded predominantly by general revenue. For Fiscal Year 2001-02, the program was appropriated \$796,342,765, of which \$695,740,368 or 87% was from general revenue. Most (97%) of the general revenue funds are allocated to community colleges and school districts for program delivery, with the remainder to categorical grants.

Workforce development funding is based partially on program outcomes (completions and placements). As required by s. 239.115(7)(a), *Florida Statutes*, at least 15% of the funds for workforce development education programs are distributed based on performance outcomes. The remaining funding is based on the prior year's funding levels.

## **Program Benefit and Placement**

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The Workforce Development Education Program provides a public benefit and should continue. The program helps individuals attain skills that enable them to become or remain economically self-sufficient. When individuals become self-sufficient, the state receives a financial benefit through increased tax revenues, reduced dependence upon public assistance, and reduced incidence of incarceration in the state's correctional system. The program provides training designed to meet local and state workforce needs and helps Florida compete in a global economy by building a more broadly based and productive workforce.

Abolishing this program would reduce the availability of career and technical education and adult education programs to the public. The Workforce Development Education Program is placed appropriately in the Department of Education.

## **Program Performance**

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The program's performance in meeting Fiscal Year 2000-01 legislative performance standards can only be evaluated for associate in science degree and college credit certificate programs. The program met most standards for the number and percentage of associate in science degree and college credit certificate program completers placed in jobs or continuing their education. We could not evaluate the program's performance for its remaining legislative measures for three reasons: (1) performance data for measures assessing adult vocational certificate programs is not comparable to data for prior years due to the planned phase-in of performance funding over time, (2) baseline data to establish



reasonable standards has only recently become available for the measure assessing adult education programs, and (3) the department has not completed data collection needed to establish performance and standards for measures relating to national accreditation.

To supplement the limited information currently provided by the program's legislative performance measures, we further evaluated the program's effectiveness using other data and found that participants in associate in science degree programs tend to have low completion rates. Nonetheless, career and technical education programs in general improve the earnings of those who complete them.

The program's legislative performance measures will provide some useful information once the effects of the planned phase-in of performance funding no longer prevent performance comparison across years. However, revisions to the measures are needed to better evaluate program performance. To improve the usefulness of the program's legislative performance measures in evaluating program performance, the Legislature should consider revising the program's measures to focus on higher levels of post-completion earnings, include completion rates for career and technical education programs, and include an additional outcome measure for adult basic education.

## **Agency Response**

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The Commissioner of Education and the Secretary of the Department of Education provided a written response to our preliminary and tentative findings and recommendations. (See Appendix G, page 38 for their response.)

# Introduction

## Purpose

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This report is one of three reports that present the results of our program evaluation and justification review of the Workforce Development Education Program administered by the Department of Education. The 28 community colleges and 58 of the 67 district school boards in Florida carry out program service delivery.<sup>1</sup> The 1994 Government Performance and Accountability Act directs the Office of Program Policy Analysis and Government Accountability (OPPAGA) to conduct justification reviews of each state program during its second year of operation under a performance-based budget. Justification reviews assess agency performance measures, evaluate program performance, and identify policy alternatives for improving services and reducing costs.

This report evaluates the Workforce Development Education Program's benefit to the state, workforce development education system-wide performance, and program performance measures. A second companion report will concentrate on the performance of adult education/literacy programs. A third report will evaluate performance of apprenticeship programs. Together these three reports cover the requirements for a justification review. See Appendix A for a summary of our conclusions about this program based on the statutory requirements for justification reviews.

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<sup>1</sup> The Department of Education's website provides the location of the state's community colleges and school district postsecondary voc-tech centers. See <http://www.dcc.fim.edu/colleges.htm> for the location of the community colleges and [http://www.fim.edu/doe/workforce/vtc3\\_95.htm](http://www.fim.edu/doe/workforce/vtc3_95.htm) for the location of the voc-tech centers.

# Background

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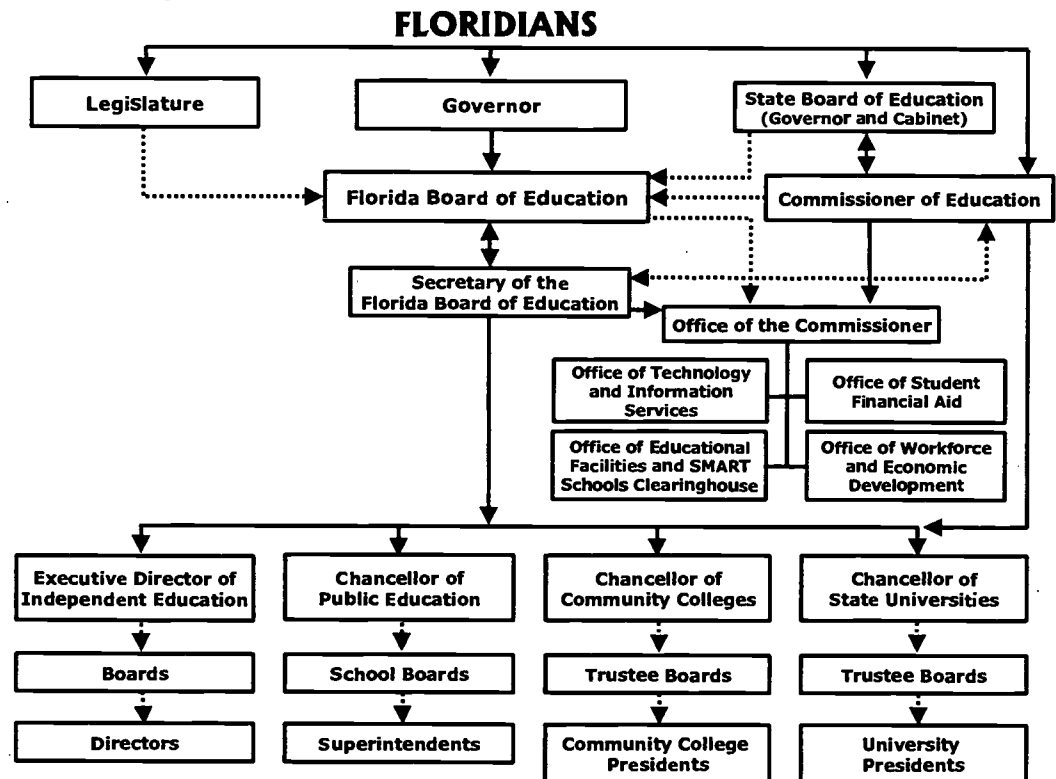
The purpose of the Workforce Development Education Program is to help students attain those skills that enable them to become or remain economically self-sufficient. The program is funded predominantly by general revenue. For Fiscal Year 2001-02, the program was appropriated \$796,342,765, of which \$695,740,368 or 87% was from general revenue.

The program provides training designed to meet local and state workforce needs and to help Florida compete in a global economy by building a broadly based, highly skilled, more productive workforce. Postsecondary workforce education programs are an integral part of the state's system of public education and essential components of Florida's K-20 education system.

## *Program structure*

The governance of Florida's public education system is undergoing a major reorganization. The 2001 Legislature passed the Florida Education Governance Reorganization Implementation Act. This act sets out the process by which the K-12, community college, and state university systems will be merged into a seamless K-20 system. Under this act, the Florida Board of Education was created effective July 1, 2001, and will oversee the entire K-20 education system. The current State Board of Education retains the power to override decisions of the board until January 2003, when it is dissolved. (See Exhibit 1.)

Exhibit 1  
 Transitional Organizational Structure for Florida's K-20 Educational System,  
 Effective July 2001



Source: Chapter 2001-170, *Laws of Florida*, the Florida Education Governance Reorganization Implementation Act.

Currently, Workforce Development Education Program oversight responsibilities are assigned to three divisions within the Department of Education: the Division of Workforce Development, the Division of Community Colleges, and the Division of Technology. See Appendix B for more information on the activities of the three divisions assigned workforce development education responsibilities.

**Partnerships with other workforce programs in Florida.** The Workforce Development Education program works collaboratively with other economic development and workforce programs in Florida. State administrators serve on statewide boards and committees that address the state's workforce needs, such as the Council of 100 and Workforce Florida, Inc. The Division of Community Colleges and the Division of Workforce Development collaborate with other state level entities to address workforce development needs. For example, Operation Paycheck is a collaborative effort between the state education system and the state workforce system to develop a rapid response re-employment effort for workers dislocated due to the September 11 terrorist attacks on our country.

Local administrators engage in similar partnerships to address local workforce development needs. For example, the law requires community college presidents and school district superintendents to serve on workforce boards and on high wage/high skills jobs committees. Local community colleges and school districts are key components of the one-stop delivery system, which is the state's primary customer service strategy for offering every Floridian access to services such as job search, referral, and placement assistance; career counseling; and support services, including child care and transportation assistance to gain employment. The one-stop centers contract with community colleges and school districts for services, and many of the one-stop centers are located in community college and school district facilities.

## *Program delivery*

Workforce development education programs are provided by 58 of the 67 school districts and all 28 community colleges. In Fiscal Year 2000-01, school district programs served 643,901 students, and community colleges served 360,588 students in workforce programs.

For ease of discussion, we have grouped Florida's public postsecondary workforce development education programs into three categories: career and technical education programs, adult education programs, and continuing education programs.

Career and technical education programs prepare individuals for entry into a specific occupation by completing

- an associate in science degree,
- a college credit certificate,
- an adult vocational certificate, or
- an apprenticeship program.

Community colleges provide all of the above career and technical education programs, and school districts provide adult vocational certificate and apprenticeship programs. See Appendix C for a more detailed description of the various career and technical education programs.

Adult education programs provide courses for individuals who need literacy, basic education, and English language training to obtain jobs or move into higher paying jobs. Appendix D provides a more detailed description of adult education programs.

Continuing education programs are courses designed to improve skills for individuals who are employed already. See Appendix E for a description of continuing education programs.

## Program funding

The 2001 Legislature provided \$796,342,765 for the Workforce Development Education Program, with \$100,602,397 from trust funds and the remainder from general revenue. Most (97%) of the general revenue funds are allocated to community colleges and school districts for program delivery, with the remainder to categorical grants. (See Exhibit 2.)

### Exhibit 2 Workforce Development Education Program Primarily Funded Through General Revenue

Funding Category	2001-02 Appropriations	
	General Revenue	Trust Funds
<i>Program Delivery</i>		
Community College Workforce Development Programs	\$292,923,869	
School District Workforce Development Programs	379,318,081	
<i>Other Funding</i>		
Critical Jobs Initiative	\$ 4,989,987	
Workforce Education Programs for Adults with Disabilities	18,508,431	
Adult Basic Education federal flow-through funds		\$ 23,457,545
Vocational Formula Funds		77,144,852
<b>2001-02 Appropriations</b>	<b>\$695,740,368</b>	<b>\$100,602,397</b>

Source: Chapters 2001-253 and 2001-367, *Laws of Florida*.

The Division of Workforce Development and the Division of Community Colleges perform the Department of Education's oversight functions for the Workforce Development Education Program. These divisions were appropriated \$7,741,491 and \$4,704,989, respectively, to conduct their activities in Fiscal Year 2001-02. In addition to workforce programs, the divisions' activities include providing oversight for secondary vocational programs and associate in art degree programs.

**Performance Funding.** Workforce development funding is based partially on program outcomes (completions and placements). As required by s. 239.115(7)(a), *Florida Statutes*, at least 15% of the funds for workforce development education programs are distributed based on performance outcomes. The remaining funding is based on the prior year's funding levels. For Fiscal Year 2001-02, \$93,059,669 (15%) of the program's appropriation for program delivery was distributed to community colleges and school districts based on performance.<sup>2</sup>

As discussed in OPPAGA's November 2001 *Program Review of the Workforce Development Education Program*, the performance funding system has had a positive impact on the workforce development education programs.<sup>3</sup> Because the funding process is driven by program completion and job placement, the community colleges and school districts that provide workforce education programs have restructured their curricula to offer more programs that meet labor market needs and to eliminate poorly performing programs. Examples of actions taken by local program administrators to improve program performance include providing guaranteed employment for certain program completers, working with businesses to increase use of internships, and educating administrators and instructors on how performance affects funding.

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<sup>2</sup> Funding of \$56,992,520 for continuing workforce education programs is excluded from calculations for performance funding.

<sup>3</sup> *Program Review, Workforce Development Education Program, Florida Department of Education, OPPAGA Report No. 01-56, November 2001.*

# Program Benefit and Placement

The Workforce Development Education Program provides a public benefit and should continue. The program helps individuals attain skills that enable them to become or remain economically self-sufficient. When individuals become self-sufficient, the state receives a financial benefit through increased tax revenues, reduced dependence upon public assistance, and reduced incidence of incarceration in the state's correctional system. The program provides training designed to meet local and state workforce needs and helps Florida compete in a global economy by building a more broadly based and productive workforce. Abolishing this program would reduce the availability of career and technical education and adult education programs to the public. The Workforce Development Education Program is appropriately placed in the Department of Education.

## *The program provides a public benefit and should continue*

The Workforce Development Education Program helps individuals attain skills that enable them to become or remain economically self-sufficient. Attaining this goal helps Florida compete in the global economy. Building a broadly based, highly skilled, more productive workforce contributes to Florida's economic prosperity.

*Workforce program completers earn more than high school graduates*

Workforce development education programs lead to higher earnings. An analysis of Fiscal Year 1999-00 program participants shows that vocational certificate and associate in science degree program completers earn more than high school graduates. (See Exhibit 3.) Annualized earnings for program participants with full-time employment ranged from \$25,968 for those who completed school district adult vocational certificate programs to \$33,536 for those who completed an associate in science degree. High school graduates with full-time employment earned an annualized average of \$16,164, substantially less than workforce program completers.



**Exhibit 3**  
**Annualized Earnings for 1999-00 Program Completers<sup>1</sup>**

<b>Academic Programs</b>	<b>Doctoral degree (1,099)</b>	<b>\$54,860</b>
	<b>Master's degree (9,565)</b>	<b>\$45,512</b>
	<b>Bachelor's degree (34,567)</b>	<b>\$32,452</b>
	<b>Associate in arts degree (23,695)</b>	<b>\$25,812</b>
<b>Workforce Development Education Programs</b>	<b>Associate in science degree (8,727)</b>	<b>\$33,536</b>
	<b>College credit certificate (2,612)</b>	<b>\$31,612</b>
	<b>Community college adult vocational certificate (6,166)</b>	<b>\$27,116</b>
	<b>School district adult vocational certificate (18,822)</b>	<b>\$25,968</b>
<b>High School</b>	<b>High school diploma (107,050)</b>	<b>\$16,164</b>

<sup>1</sup> Based on October to December 2000 earnings data for individuals who completed programs in 1999-00 and were employed full-time October through December 2000.

Source: OPPAGA analysis of data from the Department of Education, Florida Education Training and Placement Information System.

Increased earnings benefit individuals completing workforce development education programs and benefit the state through

- increased tax revenues;
- increased economic activity and growth;
- decreased crime and resultant increased incarceration rates; and
- decreased reliance upon public financial support.<sup>4</sup>

<sup>4</sup> Numerous sources discuss the benefits of workforce development education programs. For example, see "Remarks Prepared for Delivery by U.S. Assistant Secretary David Sampson," National Governors Association, Workforce Development Policy Forum, 2001; "A New Approach to Workforce Development," presentation prepared by Workforce Florida Inc., Workforce Development Policy Forum, 2001; "Education and Investment in Human Capital," *Journal of Political Economy*, Burton A. Weisbrod, 1962; "Education and Economic Growth," *Social Forces Influencing American Education*, 16<sup>th</sup> Yearbook of the National Society of Education, Theodore Schultz, 1961; and "High School Dropout Costs," Jay Pfeiffer, Workforce Education and Outcome Information Services, and David Wright, Council for Education Policy Research and Improvement, October 17, 2001.

For example, a recent study illustrates the positive influence of the Workforce Development Education Program's various adult education programs on tax revenues. This study estimated that if all Florida high school dropouts were to attain a high school diploma, the annual gain in state sales tax revenues would be \$769 million.<sup>5</sup> The estimated effect on federal income taxes would be even higher—an annual increase of \$2.3 billion. These gains would accrue due to the increased earnings potential of Florida's citizens.

*Program helps meet demand for highly skilled workers and future labor market needs*

The Workforce Development Education Program is designed to respond to Florida's workforce needs. Forty-six percent of the 46,121 individuals who obtained job placements after completing state-supported career and technical education programs in 1998-99 were placed in occupations designated as high wage/high skill in 1999-00 by the Department of Education.<sup>6</sup>

In providing training programs, the Workforce Development Education Program also helps Florida meet future labor market demands. The program provides training for 16 of the 20 fastest growing occupations in Florida. (See Exhibit 4.) The program also helps meet demands for other rapidly growing occupations. Employer preference for education and training requirements vary depending on labor market demands.

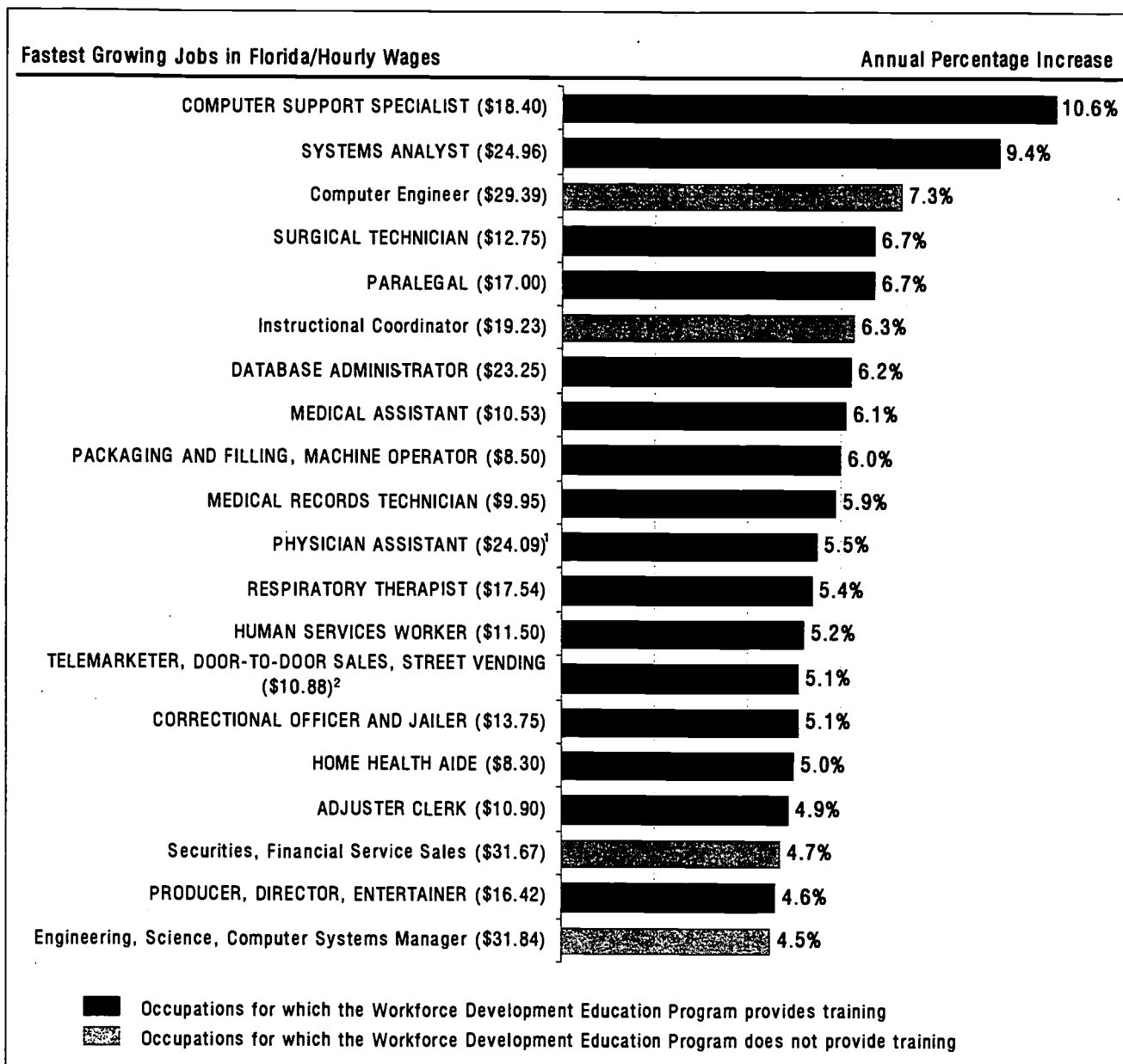
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<sup>5</sup> "High School Dropout Costs," Jay Pfeiffer, Workforce Education and Outcome Information Services, and David Wright, Council for Education Policy Research and Improvement, October 17, 2001.

<sup>6</sup> Based on information obtained from the Department of Education's Workforce Education and Outcome Information Services (WEOIS). This information was generated by the Workforce Estimating Conference and Workforce Florida, Inc., which develop targeted occupation lists. The lists include high wage/high skill occupations needed both statewide and within each of the state's 24 workforce development regions.

Exhibit 4

The Program Provides Training for 16 of the 20 Fastest Growing Occupations in Florida



<sup>1</sup> One community college (Miami-Dade) provides physician assistant training.

<sup>2</sup> The program provides training for customer service representatives, which encompasses the skills used in telemarketing. The program does not provide training for door-to-door sales or street vending. The categories used in this analysis were established by the Agency for Workforce Innovation for the purpose of reporting labor market statistics.

Source: Agency for Workforce Innovation, Office of Workforce Information Services, Labor Market Statistics.

*Abolishing state funding would reduce the availability of career and technical education and adult education programs*

The Workforce Development Education Program provides benefits to both the individuals that attend these programs and to the general public. To achieve these benefits, potential students must have access to a workforce development education program. By providing a system of public postsecondary workforce education, the state lowers the cost and increases the accessibility of career and technical education, adult education, and continuing workforce education programs.

Access to workforce development education programs is particularly important in Florida because 77% of Florida's adult citizens do not have a college degree. Moreover, only 56% of high school freshmen in Florida graduate within four years. Workforce development education programs are specifically targeted to serve these citizens.

If state funding for workforce development education programs were discontinued, the likely short-term impact would be a reduction in the availability of career and technical education and adult education programs for the general public and higher costs for program participants. The absence of state funding would force community colleges either to increase tuition and fees and pass on more of these costs to students or drastically decrease the number of career and technical education programs available to the public. Some students may not be able to afford tuition increases. For example, a course that now costs about \$50 per credit hour would increase to \$200 per credit hour.<sup>7</sup> School districts may have to eliminate career and technical education and adult education programs due to resource constraints and needing to focus on providing K-12 education services. The long-term effect of fewer career and technical education and adult education programs would be fewer trained persons for Florida's job market, an increased reliance on public assistance, and a higher state incarceration rate.

Two types of entities might take over some of the program's responsibilities if state workforce development education funding was discontinued, but neither would be in a position to fully meet the service demands being met by the program.

- Private institutions currently compete with community colleges and school districts for participants in the career and technical education arena, and would likely be interested in receiving more of this business. However, their interest may be limited to increasing their training offerings for high demand, high wage jobs for which they would be able to make immediate placements and charge higher tuition. Private institutions are not likely to be capable of meeting the total state demand for other types of career and technical education programs.

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<sup>7</sup> Florida law requires student fees to cover approximately 25% of the program costs for Florida residents and 100% of the program costs for non-residents. This estimate is based on fees currently charged by workforce development programs for resident and non-resident students.

- Local workforce development boards currently provide a small portion of the state's adult education programs using federal Workforce Investment Act funds. These programs primarily are intended to help economically disadvantaged and unemployed persons become or remain employed. However, it would be costly for these boards to put the systems in place that would be needed to replicate the level of service and community outreach provided by the program. Because the target population served by adult education programs is difficult to reach, local community colleges and school districts have established extensive outreach programs to bring adult education services to participants in places such as churches, libraries, and hospitals. It is unlikely that local boards would be able to meet the needs of more than a fraction of the 500,000 people currently being served by school district and community college adult education programs.

## Program Placement

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The Workforce Development Education Program is placed appropriately within the Department of Education. The department has statewide responsibility for the K-20 public education system. One of the major goals of the K-20 system is contributing to Florida's economy through providing a skilled workforce. Improving the employability of individuals begins with a basic education and continues on through high school and on to higher education and employment.

# Program Performance

The Workforce Development Education Program's legislative performance measures can be used only to evaluate the performance of associate in science and college credit certificate programs. Associate in science/college credit certificate programs were effective in providing program completers with the training and skills needed to obtain higher wage jobs.<sup>8</sup> The program's other legislative performance measures cannot be used to evaluate performance due to program failure to collect data for measures relating to national accreditation and year-to-year changes in data resulting from the planned phase-in of the performance funding system. Also, because the Department of Education's inspector general has not completed an assessment of the validity and reliability of the program's performance measures, our discussion of performance based on the program's legislative measures is provided without assurance that the measures are valid or that the associated data is accurate.

To supplement the limited information currently provided by the program's legislative performance measures, we further evaluated the program's effectiveness using other data and found that participants in associate in science degree programs tend to have low completion rates. Nonetheless, career and technical education programs in general improve the earnings of those who complete them.

The program's legislative performance measures will provide some useful information once the effects of the planned phase-in of performance funding no longer prevent performance comparison across years. However, revisions to the measures are needed to better evaluate program performance. The legislative measures do not sufficiently emphasize higher levels of post-completion earnings, and do not include completion rates or adequate outcome measures for adult basic education programs.

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<sup>8</sup> In this instance the term "high wage" refers to the high wage/high skill occupations identified by the Workforce Estimating Conference and Workforce Florida, Inc., i.e., those for which program completers earn at least \$9 an hour. Wages of \$9 an hour would equate to \$18,720 annually for full-time employment.

## ***Associate in science/college credit certificate programs met most standards; comparable data not yet available for other programs***

***Program measures emphasize job placement***

The Workforce Development Education Program's primary outcome measures show the extent to which program participants achieve certain levels of job placement after graduation (see Exhibit 5). These measures' performance standards require placements at three specific earning levels: Level III, Level II, and Level I.

- Level III is the most desirable of the three placement levels. A Level III placement means that the participant completed a program for a high wage occupation and was earning \$4,680 or more per quarter. An individual would need to earn at least \$9 an hour and work a 40-hour week each week of the quarter to qualify as having a Level III placement.
- Level II means that the participant completed a program identified for new entrants and was earning \$3,900 or higher per quarter or was continuing his or her education at the college level. An individual would need to earn at least \$7.50 an hour and work a 40-hour week each week of the quarter to qualify as having a Level II placement.
- Level I means that the participant did not achieve a Level II or III placement, but was employed (regardless of income), in the military, or continuing his or her education at the vocational certificate level.<sup>9</sup>

The Workforce Development Program's measures report on performance for persons that completed programs and found job placements in prior years. For example, Fiscal Year 1999-00 measures represent persons who completed programs in 1997-98 and were placed as of 1998-99. Fiscal Year 2000-01 measures represent persons who completed programs in 1998-99 and received job placements as of 1999-00.

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<sup>9</sup> Department staff uses Florida Education and Training Placement Information Program data to calculate results for these measures. If program completers are not found in a Level I, II, or III placement, this means that they were not found employed or continuing their education in Florida.

Exhibit 5

Most Performance Standards Met for Associate in Science/College Credit Certificate Programs, But Data Problems Preclude Analysis Using Measures for Other Types of Programs

Approved Program Measures	Performance 1999-00		Performance 2000-01		Standards 2000-01	
	Number	Percentage	Number	Percentage	Number	Percentage
<i>Performance amounts for Fiscal Year 2000-01 are in boldface type and shaded when standards were met based on a valid comparison of performance data and standards.</i>						
<b>Adult Vocational Certificate Programs</b>						
Number/percentage of vocational certificate program completers who are found placed according to the following definitions:						
(I) Level III - Completed a program identified as high wage/high skill on the Occupational Forecasting Conference list and found employed at \$4,680 or more per quarter	9,988	33.4%	13,772 <sup>1</sup>	29.5% <sup>1</sup>	12,227	42.6%
(II) Level II - Completed a program identified for new entrants on the Occupational Forecasting Conference list and found employed at \$3,900 or more per quarter, or found continuing education in a college credit-level program	2,975	10.0%	5,282 <sup>1</sup>	11.3% <sup>1</sup>	4,369	15.2%
(III) Level I - Completed any program not included in Levels II or III and found employed, enlisted in the military, or continuing their education at the vocational certificate level	12,583	42.1%	16,617 <sup>1</sup>	35.6% <sup>1</sup>	10,801	37.6%
<b>Associate in Science Degree and College-Credit Certificate Programs</b>						
Number/percentage of associate in science degree and college-credit certificate program completers who are found placed according to the following definitions:						
(I) Level III - Completed a program identified as high wage/high skill on the Occupational Forecasting Conference list and found employed at \$4,680 or more per quarter	7,161	60.1%	<b>7,310</b>	<b>62.1%</b>	6,897	57.9%
(II) Level II - Completed a program identified for new entrants on the Occupational Forecasting Conference list and found employed at \$3,900 or more per quarter, or found continuing education in a college-credit-level program	1,402	11.8%	1,168	9.9%	1,351	11.3%
(III) Level I - Completed any program not included in Levels II or III and found employed, enlisted in the military, or continuing their education at the vocational certificate level	2,086	17.5%	<b>1,972</b>	<b>16.7%</b>	1,661	13.9%
<b>Adult Education Programs</b>						
Number of adult education, including English as a Second Language, and adult secondary education completion point completers who are found employed or continuing their education	Not Available <sup>2</sup>	N/A	42,218 <sup>3</sup>	N/A	57,344 <sup>3</sup>	N/A
<b>Nationally Recognized Accrediting Standards</b>						
Number/percentage of workforce development programs which meet or exceed nationally recognized accrediting standards for those programs which teach a subject matter for which there is a nationally recognized accrediting body		Not Available <sup>4</sup>		Not Available <sup>4</sup>		To be developed <sup>4</sup>
Number/percentage of students attending workforce development programs which meet or exceed nationally recognized accrediting standards		Not Available <sup>4</sup>		Not Available <sup>4</sup>		To be developed <sup>4</sup>
Number/percentage of students completing workforce development programs which meet or exceed nationally recognized accrediting standards		Not Available <sup>4</sup>		Not Available <sup>4</sup>		To be developed <sup>4</sup>

<sup>1</sup> Due to phasing in performance funding over time, performance data for adult vocational certificate programs is not comparable to prior year data or standards.

<sup>2</sup> The Department of Education does not have sufficient data to calculate Fiscal Year 1999-00 results for adult education programs.

<sup>3</sup> The standard was based on inadequate baseline data and thus the standard and actual performance results are not comparable.

<sup>4</sup> Despite being required by the Fiscal Year 2000-01 and 2001-02 general appropriations acts to collect this data, the department did not begin a data collection effort until fall 2001. Department staff expects results by mid-June 2002.

Source: Chapter 2000-171, *Laws of Florida*, and Department of Education documents and staff.



The program's performance in meeting Fiscal Year 2000-01 legislative performance standards can be evaluated only for associate in science degree and college credit certificate programs. As shown in Exhibit 5, the program met most standards for the number and percentage of associate in science degree and college credit certificate program completers placed in jobs or continuing their education. We could not evaluate the program's performance for the remaining measures for three reasons: (1) performance data for the measures assessing adult vocational certificate programs is not comparable to data for prior years due to the planned phase-in of performance funding over time; (2) baseline data to establish reasonable standards has become available only recently for the measure assessing adult education programs; and (3) the department has not completed data collection needed to establish performance and standards for the measures relating to national accreditation.

***Most standards met for associate in science/ college credit certificate programs***

The program met four of six standards for the number and percentage of associate in science degree/ college credit certificate program completers found employed or continuing their educations. These programs performed well in achieving objectives to place a high number and percentage of program completers in the three job placement categories (Levels I, II and III). The programs met standards for two of the three job categories and, more importantly, exceeded standards for the number and percentage of completers placed in higher wage jobs (Level III). These programs also improved in placing program completers in higher wage jobs from one year to the next. In Fiscal Year 2000-01, 62.1% of persons completing associate in science/college credit certificate programs were placed in higher wage jobs, compared to 60.1% in the prior year.

***Performance data is not comparable to standards for adult vocational certificate programs***

Due to the planned phase-in of performance funding, the Fiscal Year 2000-01 performance data for adult vocational certificate programs is not comparable to prior year data or the standards.<sup>10</sup> As performance funding was being implemented, the department changed its method of measuring completions for these programs. Fiscal Year 2001-02 will be the first year in which performance data for adult vocational certificate programs will have been measured consistently for two years so that performance comparisons can be made.

For Fiscal Year 2000-01, the number of adult vocational certificate program completers placed appears to increase compared to the prior year in all three wage categories, but this is actually due to the change in how completions are counted. For the time period evaluated by Fiscal Year

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<sup>10</sup> Workforce development funding is partially based on program outcomes (completions and placements). At least 15% of the funds for workforce development education programs are distributed based on performance outcomes. The remaining funding is based on the prior year's funding levels. The Legislature created the performance funding system in Fiscal Year 1997-98. However, as discussed in a prior OPPAGA report, Fiscal Year 1999-00 was the first year in which data was available to allocate funds based on program outcomes. See *Program Review, Workforce Development Education Program, Florida Department of Education, OPPAGA Report No. 01-56*, November 2001.

1999-00 measures, the department calculated "completions" based on students who had completed an entire program.<sup>11</sup> Beginning in Fiscal Year 2000-01, department data reflects the implementation of counting partial completions or Occupational Completion Points (OCPs).<sup>12</sup> A student may complete only part of a program, such as a certain number of courses, and the institution the student is attending receives credit for a completion point. The standard for Fiscal Year 2000-01 was developed when completions were counted using the prior method, and thus it is not comparable to the performance data for the year. Although the measure had not been reworded to reflect the implementation of OCPs, this change in methodology meets the intent of performance funding.

The percentage of adult vocational certificate program completers placed appears to decrease over time and not meet the standards. However, this actually is due also to the implementation of OCPs. The standard for Fiscal Year 2000-01 and the Fiscal Year 1999-00 performance data reflect a different method of calculating completions and funding placements than was used for the Fiscal Year 2000-01 performance calculation. Because OCPs were not yet implemented as of the time period evaluated by Fiscal Year 1999-00 measures, students only "completed" and were available for placement one time. Beginning in the time period evaluated by Fiscal Year 2000-01 measures, the program does not fund placements if a student had been previously funded for a placement for the same program. This change increased the portion of students who are counted as not placed, decreasing the percentages of students placed in all categories.

***Lack of baseline data led to establishing an unrealistic standard for Adult Education Programs***

The planned phase-in of performance funding also affected performance evaluation for adult education programs. Due to changes in how adult education placements are calculated for performance funding purposes, the Department of Education did not have data to calculate the *number of adult education, including English as a Second Language, and adult secondary education completion point completers who are found employed or continuing their education* for Fiscal Year 1999-00 or prior years. As a result, the standard that was established for Fiscal Year 2000-01 was based on what was essentially an educated guess. The implementing bill for the Fiscal Year 2000-01 General Appropriations Act directed the department to establish this standard in its Fiscal Year 2001-02 Legislative Budget Request. Department documents show that the standard was established at 57,344. When data became available to

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<sup>11</sup> Due to data collection methods, the Workforce Development Program's measures lag behind the time period being reported. For example, Fiscal Year 1999-00 measures represent persons who completed programs in 1997-98 and were placed as of 1998-99. Fiscal Year 2000-01 measures represent persons who completed programs in Fiscal Year 1998-99 and received job placements as of Fiscal Year 1999-00.

<sup>12</sup> Occupational completion points were developed to identify benchmarks of student accomplishment. These are employability points in a program, permitting a student to leave before completing the program.

determine that performance results for Fiscal Year 2000-01 were 42,218 completers placed, we concluded that the standard was unrealistic.

*The department has not completed data collection needed to report on measures relating to national accreditation*

The program has three additional measures relating to national accreditation, but the department has not completed data collection needed to establish baselines for these measures. Despite being required by the Fiscal Year 2000-01 and 2001-02 general appropriations acts to collect this data, the department did not begin a data collection effort until fall 2001. Department administrators initially attributed the lack of data collection to not having a reliable data source. However, upon further consideration, they determined that this information could be easily obtained through a survey of program administrators from community colleges and school districts. Department staff is in the process of conducting this survey effort and expects results by mid-June 2002.

## ***The validity and reliability of the program's performance data has not been established***

The Department of Education's inspector general is required to determine the validity of the measures and the accuracy of the associated data for each legislative performance measure; however, this determination has not been completed for the program's measures.<sup>13</sup> Consequently, our discussion of performance based on the program's legislative measures is provided without assurance that the measures are valid or that the associated data is accurate.

*The department inspector general has not determined the reliability of program performance data*

Due to resource constraints and lack of available data, the inspector general has not reviewed source documentation and documentation processes to determine the reliability of the program's performance data. The Office of Inspector General reviewed some documentation relating to the department's Fiscal Year 2000-01 performance measures as reported in the agency's Long-Range Program Plan for Fiscal Years 2002-2007, but this effort did not include review of source documentation and documentation processes for this program. The inspector general made recommendations to the department due to a lack of program data availability at the time of review.

A review by the Florida Office of the Auditor General noted that improvements are needed in the reliability and consistency of student data from community colleges and school districts that is the original source data for some of the program's legislative performance measures.<sup>14</sup>

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<sup>13</sup> Required by s. 20.055, *Florida Statutes*.

<sup>14</sup> *Operational Audit of the Florida Workforce Development Education Fund Appropriation for the Fiscal Year Ending June 30, 2001*, Auditor General Report No. 01-136, March 2001.

The Auditor General reviewed the accuracy of student data as part of an operational audit of the Workforce Development Education Fund appropriation. The Auditor General's tests disclosed a number of questioned practices and exceptions regarding the data for student completions and targeted student populations. The Auditor General also found that the current system provides data that is difficult to verify and allows varying interpretations in counting completions and in maintaining the underlying documentation for completions and targeted students.

The inspector general plans to implement a data validation process over a three-year cycle. Department performance measures will be selected for validation based on a risk-assessment. The first review is scheduled to take place during the current fiscal Year (Fiscal Year 2001-02).

## ***Associate in science degree programs had low completion rates, but career and technical education programs resulted in higher earnings for program completers***

To supplement the limited information provided by the program's legislative performance measures, we further evaluated the program's effectiveness by (1) analyzing participant completion rates for career and technical education programs and (2) assessing whether these programs are providing individuals with the training and tools needed to improve their earnings. These analyses showed that completion rates were low for associate in science degree programs when compared to other types of programs, but program completers were better off financially for having participated in career and technical education programs.

### ***Completion rates low for associate in science degree programs***

Completion rates measure the extent to which individuals actually finish a program.<sup>15</sup> Thus, completion rates provide an indicator of the success of community colleges and school districts in assisting students to achieve economic self-sufficiency.

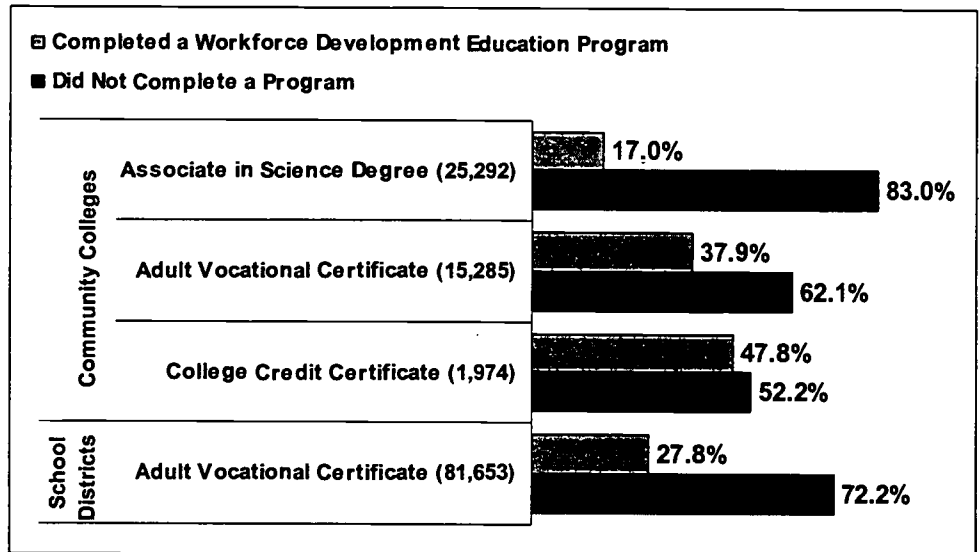
Our analysis of the 124,204 students who entered career and technical education programs in 1995-96 showed that completion rates vary greatly

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<sup>15</sup> In this context, we are using the term "completion rate" to mean full program completion, not completion of individual Occupational Completion Points that make up a program.

by type of program.<sup>16</sup> (See Exhibit 6.) Completion rates are highest for students who entered college credit certificate programs and lowest for students who entered associate in science degree programs. On average for all programs, 27.2% of the students completed a workforce development education program, but the completion rates were 17% for students in associate in science degree programs.

**Exhibit 6  
Completion Rates Low in Associate in Science Degree Programs**



Note: Apprenticeship programs are reported with adult vocational certificate programs.

Source: OPPAGA analysis of Department of Education data on students who entered workforce development education programs in 1995-96.

*Various factors contribute to low completion rates*

Several factors contribute to low completion rates for associate in science degree programs. A major factor affecting completion rates is program length. Associate in science degree programs take two years to complete. In comparison, certificate programs typically take one year to complete, depending on the occupation.<sup>17</sup> Associate in science degree programs thus require a larger commitment of time and money from students and the workforce system.

<sup>16</sup> We examined a cohort of all first-time students who entered a postsecondary school district or community college workforce development education program in the 1995-96 school year. We chose this time period to increase the probability that the students would finish their programs and to provide at least four quarters of post-completion income to compare to their earnings prior to entrance. Although workforce development programs can be completed within two years, many students attend school on a part-time basis and require more than two years to finish their programs. The 1995-96 cohort was the most recent group of students that would have four quarters of income data after program completion.

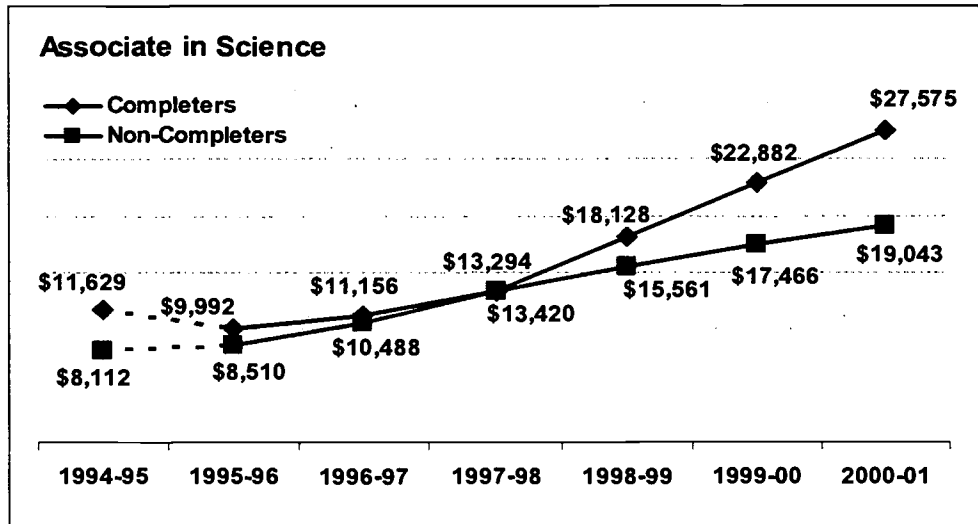
<sup>17</sup> Program lengths assume full-time attendance.

Other factors also contribute to low completion rates. Students may decide they have chosen an occupation that is not suitable for them, or they may decide to enter the labor market before completing a program. According to program administrators, when labor market demands are high, employers recruit many students before they complete programs. Also, students may discontinue programs for personal reasons, such as lack of interest or the need to work more hours to support a family. For the group of student records we analyzed, the median age of persons in community college career and technical education programs was 31 and the median age for school district career and technical education programs was 33.

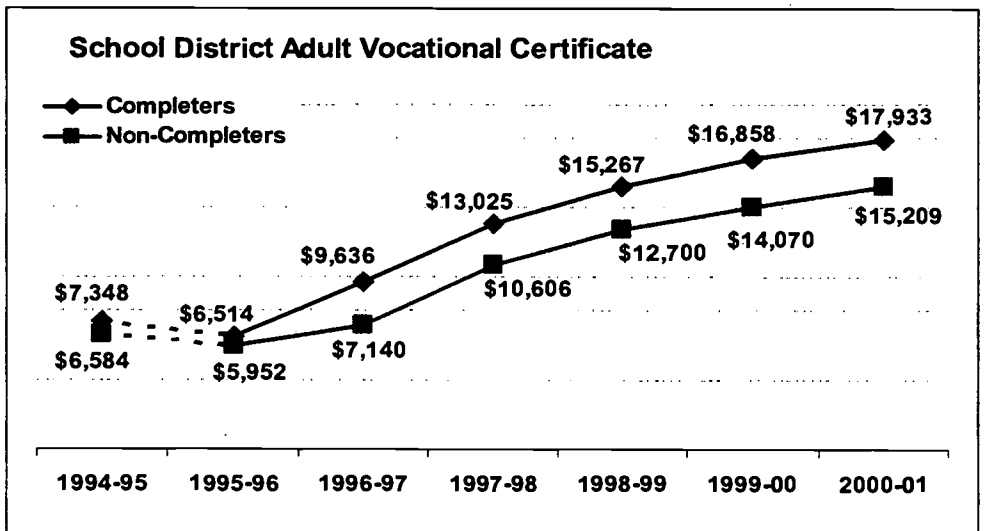
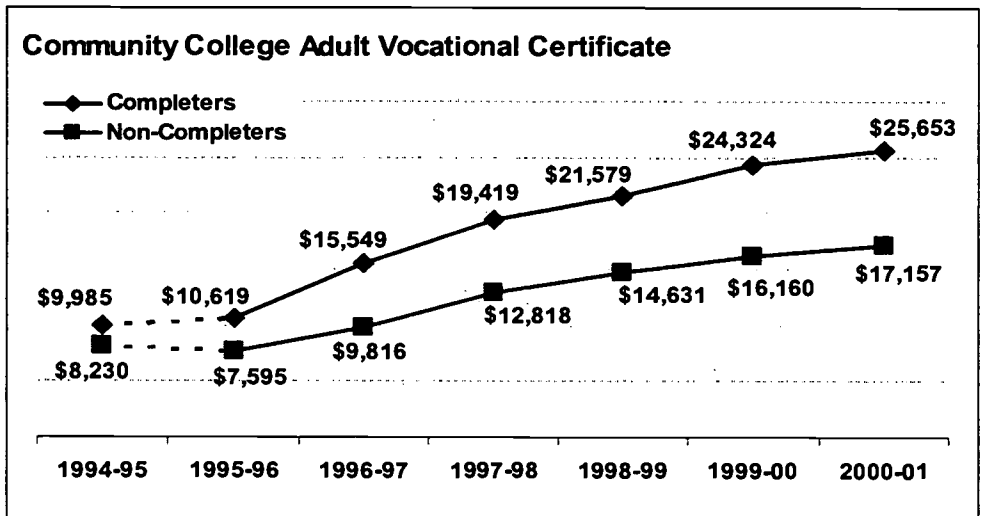
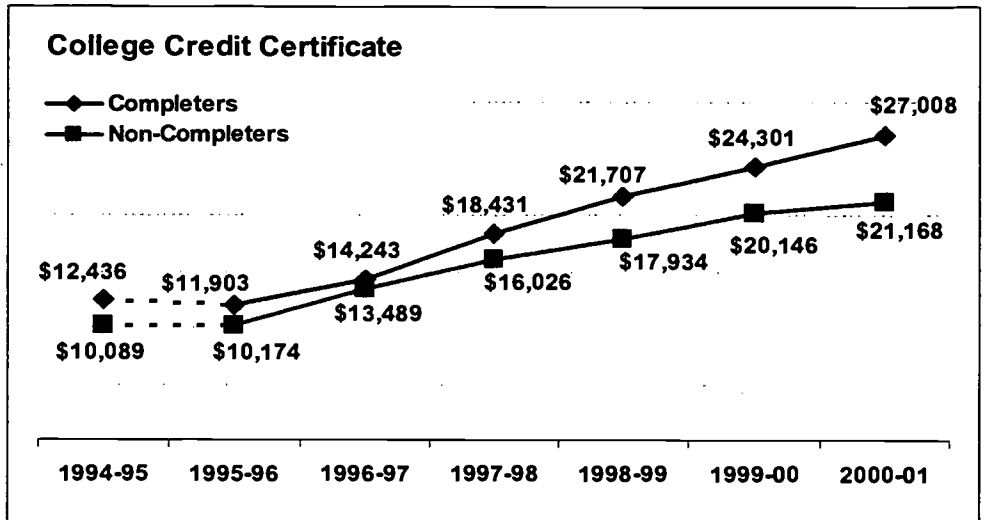
*Earnings increase for program completers*

Our analyses also showed that workforce development programs result in increased earnings for program participants. We evaluated performance outcomes for students who entered workforce development education program in 1995-96.<sup>18</sup> This analysis showed that earnings increased for all groups enrolled, with greater earnings increases for individuals who completed a program. (See Exhibit 7 and Appendix F.)

**Exhibit 7**  
**Program Completers Earn More Than Non-Completers in All Career and Technical Education Programs (Annual Median Earnings)**



<sup>18</sup> The most recent wage data available at the time we conducted this analysis was for the first quarter of 2001. In order to incorporate the most recent wage data, we compiled annual data using data for the second, third, and fourth quarter for a given year plus data for the first quarter for the following year. For example, wage data for 2000-01 consists of data for the second, third, and fourth quarter of 2000 and the first quarter of 2001.



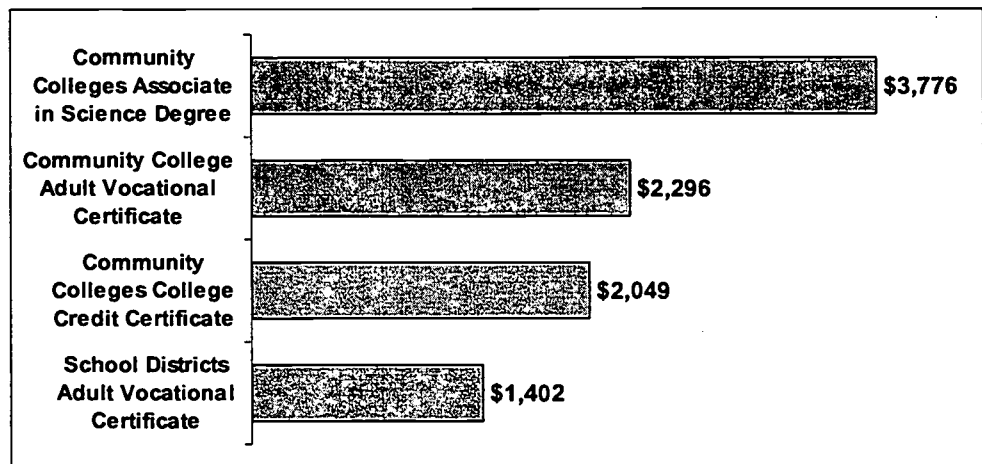
Note: We used the second, third, fourth quarters and the first quarter from the following year as the four quarters making up a year. See Appendix F for the number of completers and non-completers each year. Source: OPPAGA analysis of Department of Education data on students who entered workforce development education programs in 1995-96.

Many factors other than completing a workforce development education program can influence how much a person earns. For example, programs that attract people who have more work experience and higher wages prior to entering the program will appear to be more successful when comparing post-completion earnings to those of programs that attract less experienced and skilled people. Program selection also varies by certain demographic characteristics. For example, more women enter nursing and childcare programs and more men go into law enforcement and fire fighting.

When comparing the performance of workforce development education programs or delivery systems, it is important to consider these other factors. Performance differences may be due to the types of people entering the programs and not to the program. The best comparison would compare students with the same characteristics across each program.

As shown in Exhibit 8, when considering student characteristics that affect earnings, students completing a workforce development education program can expect to earn more than those that do not. The predicted improvement in annual earnings between completers and non-completers across workforce development education programs ranges from \$1,402 to \$3,776.

**Exhibit 8**  
**Predicted Improvement in Annual Earnings of Completers Compared to Non-Completers of Career and Technical Education Programs<sup>1</sup>**



<sup>1</sup>We used a statistical technique, least squares regression, to account for the effect of other factors (earnings prior to entering program (1994-95), sex, age, race, and regional wage differences) on earnings (second, third, fourth quarter 2000 and first quarter 2001).

Source: OPPAGA analysis of Department of Education data on students who entered workforce development education programs in 1995-96



## ***Revisions to measures needed to provide valid conclusions about performance***

The Workforce Development Education Program's legislative performance measures as shown in Exhibit 5 will provide some useful information once the effects of the planned phase-in of performance funding no longer prevent performance comparison across years. However, these measures are not sufficient to draw conclusions about program performance. The measures should emphasize a higher level of post-completion earnings by increasing the Level III wage level and eliminating Levels II and I as performance targets. The measures do not include completion rates or adequate outcome measures for adult basic education programs.

### ***The Level III wage target should be increased***

Although the purpose of this program is to help students attain those skills that enable them to become or remain economically self-sufficient, the program's measures do not sufficiently stress achievement of this goal. The measures establish the Level III or "high wage" placement as the highest tier of performance, meaning that an entry salary level of \$18,720 annually (\$9 an hour) is the highest salary goal achievement being measured. However, entry level earnings of \$18,720 annually are not usually considered high wages by the general public, especially for a person supporting a family. "High wage" is a relative term used to describe a level of wages considered an improvement for a segment of the population that may have been marginally employed (making minimum wage and/or not working full-time) when entering these programs.

The Workforce Estimating Conference has recognized that the \$9 threshold should be raised and opted to change the Fiscal Year 2002-03 high wage entry-level job earnings threshold to \$10.05 (\$20,904 annually), with an average wage of \$13.86 (\$28,829 annually). The performance target for high wage placements should thus be increased to at least \$10.05 an hour (\$5,226 per quarter). This performance target should be increased gradually over time to reflect increases in expected salary levels for the types of occupations for which program participants are receiving training and education. The program should evaluate the average wage for program completers and set a goal to increase the percentage achieving the "high wage" level.

### ***Measures should not include Levels I and II placements***

As currently implemented, the program's measures detract from focusing on improving salary levels by including achievement of Level I and Level II wage levels. A Level I placement is a salary level that could be achieved in the absence of career and technical education and is contrary to the program's intent. This level of placement means the participant has some employment but the income is below \$7.50 an hour, is in the military, or is continuing education in a vocational certificate program. Any of these

outcomes could be achieved without attending a career and technical education program. A minimum wage job earning \$5.15 an hour would qualify as a Level I placement. According to s. 239.101(4), *Florida Statutes*, "... the purpose of career education is to enable students to attain those skills that enable them to become or to remain economically self-sufficient. Consequently, the Legislature finds that vocational programs which lead to minimum wage employment should be minimized and should be conducted only with specific justification."

Although not a minimum wage placement, a Level II placement (at least \$7.50 an hour or \$15,600 annually) is just equal to or below a living wage. A living wage is defined as the amount of money required to sustain a family of three above the poverty line. Estimates of the living wage range from \$6.10 to \$12 per hour, with \$6.10 to \$8 (\$12,688 to \$16,400 annually) commonly cited. Thus, a Level II wage level target is barely adequate for economic self-sufficiency.

The program's measures would prove a more meaningful picture of program effectiveness by removing the Level 1 and Level II placements as performance targets and establishing one target wage level. This level should be the high wage placement (currently Level III).

***Measures should include completion rates***

The program's performance measures should also include completion rates. These rates are important because only a small portion of participants actually complete some programs, especially associate in science degree programs, and attention should be focused on improving completion rates to the extent possible.

***Additional outcome measure needed for adult basic education***

The program's measures should also include an additional outcome measure for adult basic education. These activities are currently addressed by the measure *number of adult basic education, including English as a Second Language, and adult secondary education completion point completers who are found employed or continuing their education*. Although this is useful information, the number of completers placed does not provide sufficient information by itself to evaluate effectiveness. Increases in the number of completers placed may only reflect increases in enrollment rather than improvements in the extent to which completers obtain employment or continue their educations. To put this number into proper context, the program's measures should include the percentage of completers of adult basic education who obtain employment or continue their education.

OPPAGA's proposal for revisions to the program's measures is summarized in Exhibit 9. We have included a rewording of measures for adult vocational certificate programs to reflect the implementation of Occupational Completion Points, as has been proposed in the pending general appropriations bills for Fiscal Year 2002-03.

**Exhibit 9  
OPPAGA Recommendations for Workforce Development Education  
Program Performance Measures**

<b>Recommended Performance Measures</b>	
<i>Adult Vocational Certificate</i>	Number and percentage of adult vocational certificate program completion point completers who are found employed at \$5,226 or more per quarter (\$10.05/ hour full-time)
	Number and percentage of participants who fully complete adult vocational certificate programs
<i>College Credit Certificate/Associate in Science Degree</i>	Number and percentage of college credit certificate program completers who are found employed at \$5,226 or more per quarter (\$10.05/ hour full-time)
	Number and percentage of participants who fully complete college credit certificate/ associate in science degree programs
<i>Adult Basic Education Programs</i>	Number and percentage of adult basic education, including English as a Second Language, and adult secondary education completion point completers who are found employed or continuing their education
<i>Nationally Recognized Accrediting Standards</i>	Number and percentage of workforce development programs which meet or exceed nationally recognized accrediting standards for those programs which teach a subject matter for which there is a nationally recognized accrediting body
	Number and percentage of students attending workforce development programs which meet or exceed nationally recognized accrediting standards
	Number and percentage of students completing workforce development programs which meet or exceed nationally recognized accrediting standards

Source: OPPAGA analysis.

## Conclusions and Recommendations

The program's performance in meeting Fiscal Year 2000-01 legislative performance standards can be evaluated only for associate in science degree and college credit certificate programs. The program met most standards for the number and percentage of associate in science degree and college credit certificate program completers placed in jobs or continuing their education. We could not evaluate the program's performance for the remaining legislative measures for three reasons: (1) performance data for the measures assessing adult vocational certificate programs is not comparable to data for prior years due to the planned phase-in of performance funding over time, (2) baseline data to establish reasonable standards has only recently become available for the measure assessing adult education programs, and (3) the department has not completed data collection needed to establish performance and standards for the measures relating to national accreditation. Supplemental performance analysis shows that associate in science degree programs have low completion rates, but career and technical education programs result in higher earnings for program completers.

The program's legislative performance measures will provide some useful information once the effects of the planned phase-in of performance funding no longer prevent performance comparison across years. However, these measures are not sufficient to draw conclusions about performance because they do not adequately emphasize higher levels of post-completion earnings, and do not include completion rates or adequate outcome measures for adult basic education programs. To improve the usefulness of the program's legislative performance measures in evaluating program performance, the Legislature should consider revising the program's measures to focus on higher levels of post-completion earnings, include completion rates for career and technical education programs, and include an additional outcome measure for adult basic education. OPPAGA's suggestions for improving the program's measures are illustrated in Exhibit 9.

## Appendix A

# Requirements for Justification Reviews

Section 11.513(3), *Florida Statutes*, provides that OPPAGA Program Evaluation and Justification Reviews shall address nine issue areas. Our conclusions on these issues as they relate to the Workforce Development Education Program are summarized in Table A-1.

**Table A-1**  
**Summary of the Program Evaluation and Justification Review of**  
**the Workforce Development Education Program**

Issue	OPPAGA Conclusions
The identifiable cost of the program	The program is funded through general revenue and trust funds. The program was appropriated \$695,740,368 in general revenue and \$100,602,397 in trust funds for Fiscal Year 2001-02.
The specific purpose of the program, as well as the specific public benefit derived therefrom	<p>The Workforce Development Education Program provides career and technical education and other educational services to help students attain those skills that enable them to become or remain economically self-sufficient. The program provides career and technical education, adult education, and continuing workforce education program services. In Fiscal Year 2000-01, school district programs served 643,901 students and community colleges served 360,588 students in workforce programs.</p> <p>The program provides a public benefit by providing training designed to meet state and local workforce needs and helping Florida compete in a global economy. Building a broadly based, highly skilled, more productive workforce contributes to Florida's economic prosperity. The program also helps the state avoid costs by reducing dependence upon public assistance and reducing the incidence of incarceration in the state's correctional system.</p>
Progress towards achieving the outputs and outcomes associated with the program	<p>The program's performance in meeting Fiscal Year 2000-01 legislative performance standards can only be evaluated for associate in science degree and college credit certificate programs. The program met most standards for the number and percentage of associate in science degree and college credit certificate program completers placed in jobs or continuing their education.</p> <p>Due to program failure to collect data for national accreditation measures and year-to-year changes in data resulting from the planned phase-in of the performance funding system, we could not determine the program's performance for the remaining measures. Phasing in performance funding resulted in changes from one year to the next in how completions and placements were counted for adult vocational education programs. Lack of baseline data led to establishing an unrealistic standard for adult education programs. The program has not completed data collection needed to report on the extent to which programs meet national accreditation standards and students attend programs meeting the accreditation standards.</p>
An explanation of circumstances contributing to the state agency's ability to achieve, not achieve, or exceed its projected outputs and	Although it would appear initially that adult vocational certificate programs experienced increases in the number and percentage of students placed in job categories, the planned phase-in of performance funding led to data problems with these measures. Due to changes in how completions and placements are counted for

Issue	OPPAGA Conclusions
outcomes, as defined in s. 216.011, <i>F.S.</i> , associated with the program	these programs, Fiscal Year 2000-01 performance data is not comparable to prior year data or standards.
Alternative courses of action that would result in administering the program more efficiently and effectively	<p>Recommendations specifically related to Adult Education Programs will be discussed in an upcoming OPPAGA report.</p> <p>Recommendations specifically related to Apprenticeship Programs will be discussed in an upcoming OPPAGA report.</p>
The consequences of discontinuing the program	If state funding for workforce development education programs were discontinued, the likely short-term impact would be a reduction in the availability of career and technical education and adult education programs for the general public and higher costs for program participants. The long-term effect of fewer of these programs would be fewer trained persons for Florida's job market, an increased reliance on public assistance, and a higher state incarceration rate. Although private institutions and local workforce investment boards might take over some of the program's responsibilities, neither would be in a position to fully meet the service demands currently being met by the Workforce Development Education Program.
Determination as to public policy, which may include recommendations as to whether it would be sound public policy to continue or discontinue funding the program, in whole or in part, in the existing manner	The public benefits derived from the program's workforce development education services indicate that it is sound public policy to continue funding the program. General revenue funding is appropriate for this program because the program primarily benefits general taxpayers. These benefits include contributing to the state's economic growth and well-being, and reducing crime rates and participants' reliance on public assistance programs. Also, for many workforce development education programs, participants have no means to pay the cost, and it is contrary to the program's premise to require them to do so.
Whether the information reported as part of the state's performance-based program budgeting system has relevance and utility for evaluation of the program	Once the effects of the planned phase-in of performance funding no longer prevent performance comparison across years, the program's legislative performance measures will provide some useful information. However, revisions to these measures are needed to better evaluate program performance. The measures do not sufficiently emphasize higher levels of post-completion earnings and do not include completion rates or adequate outcome measures for adult basic education programs.
Whether state agency management has established control systems sufficient to ensure performance data are maintained and supported by agency records and accurately presented in agency performance reports	Due to resource constraints and lack of available data, the Department of Education's inspector general has not reviewed source documentation and documentation processes to determine the reliability of the program's performance data. The Office of Inspector General reviewed some documentation relating to the department's Fiscal Year 2000-01 performance measures as reported in the agency's Long-Range Program Plan for Fiscal Years 2002-2007, but this effort did not include review of source documentation and documentation processes for this program. The inspector general made recommendations to the department due to a lack of program data availability at the time of review. The inspector general plans to implement a data validation process over a three-year cycle beginning in Fiscal Year 2001-02.

Source: OPPAGA analysis.

# Activities of the Three Divisions Assigned Workforce Development Education Program Responsibilities

**Division of Workforce Development.** The Division of Workforce Development provides oversight for all public postsecondary workforce development education programs. The division's oversight activities include developing designs for instructional programs, developing strategies to increase student productivity, and providing professional development activities for school district and community college workforce development programs. The Division of Workforce Development provides administrative direction to K-12 as well as postsecondary programs.<sup>19</sup>

**Division of Community Colleges.** The Division of Community Colleges provides additional oversight for community college workforce development programs. The oversight responsibilities are similar to those provided by the Division of Workforce Development, i.e., developing designs for instructional programs and strategies to increase student productivity. Community colleges have formed numerous partnerships with local businesses and industry, and many of these are designed to meet the growing demands of the technology industry.

**Division of Technology.** In the Division of Technology, the Workforce Education and Outcome Information Services (WEOIS) provides planning and information services, leadership and technical assistance at the local, state, and national levels of workforce development. WEOIS is responsible for maintaining the Workforce Education Information System, and collects, analyzes, and disseminates enrollment and follow-up data on workforce education programs. WEOIS provides technical assistance and maintains a data base handbook for local and state workforce education staff.

WEOIS works with legislative staff to determine annual allocations for community colleges and school districts based on performance outcomes (completions and placements). WEOIS also plays a key role in the Workforce Estimating Conference by developing forecasts of job openings, employment, and earnings. The occupational forecasts are

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<sup>19</sup> OPPAGA reviewed the K-12 programs in *Justification Review, Kindergarten Through Twelfth Grade Public Education Program*, OPPAGA Report No. 01-22, April 2001.

used to identify vocational programs needed to meet statewide and local workforce demands. WEOIS distributes this data to local community colleges and school districts where it is used as a planning tool in designing workforce development education programs. WEOIS includes the Florida Education and Training Placement Information Program (FETPIP), a data collection system that obtains follow-up data on former students. The placement information includes employment, continuing post-secondary education, military, public assistance participation, and incarceration data.



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## Career and Technical Education Programs

Career and technical education programs prepare students to enter specific occupations. For Fiscal Year 2000-01, community colleges served 120,981 students and school districts served 88,355 students in career and technical education programs. The four types of career and technical education programs provided by the Workforce Development Education Program are described below.

- **Associate in science degree.** Associate in science degree programs provide courses that lead to employment in a specified occupation. Students complete core courses and the general education requirements, and may transfer to a four-year institution or enter the job market. For example, the business administration degree requires 24 hours of general education, such as math, economics, and composition, and 40 hours of core courses such as finance, management, accounting, and marketing. Other examples of associate in science degree program are office systems technology, electronic engineering technology, and criminal justice technology. For Fiscal Year 2000-01, community colleges served 78,916 students in associate in science degree programs.
- **College credit certificate.** College credit certificate programs prepare students for specific occupations and may not have the general education requirements of associate in science degree programs. Examples of college credit certificate programs include accounting applications, business data processing, paramedic, radiation therapy specialist, and small business management. For Fiscal Year 2000-01, community colleges served 9,427 students in college credit certificate programs.
- **Adult vocational certificate.** Adult vocational certificate programs provide courses that lead to employment in a specific occupation and terminate with the student earning either a certificate or an applied technology diploma. Examples of adult vocational certificate programs are administrative assistant, automotive technology, culinary arts, communication electronics, and network support services. For Fiscal Year 2000-01, community colleges served 32,638 students in adult vocational certificate programs. School districts served 88,355 students, of which 9,952 were enrolled in apprenticeship programs.

- **Apprenticeship and pre-apprenticeship.** Apprenticeship and pre-apprenticeship programs combine on-the-job training and related instruction in which workers learn the practical and theoretical aspects of highly skilled occupations. Individuals work full-time and attend school in the evenings. A major advantage of apprenticeship programs is that students earn wages immediately and have periodic wage increases as they complete portions of the program. Apprenticeship programs have been the main pathway to entering a skilled trade such as an electrician, plumber, and brick mason. For Fiscal Year 2000-01, school districts served 9,952 students in apprenticeship programs.<sup>20</sup>

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<sup>20</sup> The Workforce Development Education Program did not have information available to readily distinguish apprenticeship students from adult vocational certificate students for community colleges. Apprenticeship students are included with the figures given for adult vocational certificate programs.

# Adult Education Programs

Adult education programs provide courses to improve the employability of adults with poor literacy or English language skills, those who need to complete a high school education, and adults with disabilities. For Fiscal Year 2000-01, community colleges served 64,439 students and school districts served 458,795 students in adult education programs. The four types of adult education programs provided by the Workforce Development Education Programs are described below.

- **Adult basic education.** Adult basic education is beginning literacy through the eighth-grade level in mathematics, reading, language, and workforce readiness skills. For Fiscal Year 2000-01, community colleges served 36,373 students and school districts served 96,076 students in adult basic education programs.
- **Adult secondary education.** Adult secondary education is instruction from the ninth grade level through high school. It includes General Educational Development (GED), which is instruction from ninth grade through high school that leads to a GED diploma. For Fiscal Year 2000-01, community colleges served 21,324 students and school districts served 124,871 students in adult secondary education programs.
- **English for speakers of other languages.** English for speakers of other languages education is instruction in English reading, writing, speaking, and listening skills needed to succeed in the workplace. For Fiscal Year 2000-01, school districts served 156,471 students in English for speakers of other languages programs.<sup>21</sup>
- **Other adult programs.** Other adult programs include programs such as vocational preparatory education, workplace readiness training, and training for adults with disabilities. Vocational preparatory education is instruction designed for the student to attain academic and workforce readiness skills so that they may pursue certificate career education or higher-level career education. Workplace readiness training is instruction designed to develop skills necessary to function in the workplace (timeliness, proper attire, interview skills). Training for adults with disabilities is instruction in literacy, work-related behaviors, and daily living skills to help disabled adults succeed in the workplace. For Fiscal Year 2000-01, community colleges served 6,742 students and school districts served 81,377 students in these programs.

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<sup>21</sup> Community colleges do not separate counts for students served by English for speakers of other languages programs.

## Continuing Workforce Education Programs

Continuing workforce education programs are short-term training programs that are typically business-sponsored and designed to upgrade skills for individuals who are already employed. For Fiscal Year 2000-01, community colleges served 175,168 students and school districts served 96,751 students in continuing workforce education programs. The two types of continuing workforce education programs provided by the Workforce Development Education Programs are described below.<sup>22</sup>

- **Short-term skills training.** These training sessions are designed to upgrade skills and are typically employer-sponsored. The programs may be provided at the place of business or at community colleges or school districts. Community colleges and school districts may create business institutes as a means to provide and advertise these services. The programs are usually one-half day to two-day courses designed to upgrade skills in areas such as computer technology, human resource management, communication, and customer satisfaction.
- **Continuing education requirements for occupational licenses.** These programs provide training courses for individuals who are currently employed and need continuing workforce education to maintain certifications. Examples of continuing education programs are those provided for individuals who are licensed in areas such as real estate or insurance and are required to keep their licenses current through continuing education.

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<sup>22</sup> Information was not readily available to determine the number of students served in each of the two major types of continuing workforce education programs.

## Appendix F

# Earnings Over Time for Students in 1995-96 Cohort

To provide a more complete picture of the performance of the Workforce Development Education Program, we examined the cohort of all first-time-in-program students who entered a postsecondary public school district or community college workforce development education program in 1995-96. Data was received from both community colleges and school districts. The 1995-96 cohort of students was chosen so as to maximize the probability that the students would have had time to finish their programs and have at least four quarters of post-completion income to compare to their income prior to entrance. The 1995-96 cohort was the most recent group of entrants for which we could have enough post-completion data for our analysis. The median annual earnings for these students are shown in Table F-1.

**Table F-1**  
**Earnings Over Time for Students Who Entered Postsecondary Public School District or Community College Workforce Development Education Programs in 1995-96**

Workforce Development Education Programs		1994-95	1995-96	1996-97	1997-98	1998-99	1999-00	2000-01
<i>Associate in Science Degree</i>								
Completers	Mean	\$14,162	\$13,459	\$14,890	\$16,614	\$20,364	\$24,744	\$29,259
	Median	\$11,629	\$9,992	\$11,156	\$13,294	\$18,128	\$22,882	\$27,575
	N	1,322	1,383	1,373	1,548	1,641	1,644	1,628
Non-Completers	Mean	\$11,630	\$11,812	\$13,219	\$15,618	\$17,529	\$19,422	\$21,032
	Median	\$8,112	\$8,510	\$10,488	\$13,420	\$15,561	\$17,466	\$19,043
	N	14,650	15,920	16,140	16,732	16,209	15,752	15,321
<i>College Credit Vocational Certificate</i>								
Completers	Mean	\$15,442	\$15,800	\$17,455	\$21,641	\$24,151	\$26,899	\$29,811
	Median	\$12,436	\$11,903	\$14,243	\$18,431	\$21,707	\$24,301	\$27,008
	N	630	652	686	711	707	693	668
Non-Completers	Mean	\$14,069	\$14,142	\$16,139	\$18,840	\$20,533	\$22,921	\$24,182
	Median	\$10,089	\$10,174	\$13,489	\$16,026	\$17,934	\$20,146	\$21,168
	N	727	750	764	785	768	753	748

Workforce Development Education Programs		1994-95	1995-96	1996-97	1997-98	1998-99	1999-00	2000-01
<b>Community College Adult Vocational Certificate</b>								
Completers	Mean	\$12,352	\$12,075	\$15,853	\$19,274	\$21,523	\$23,788	\$25,361
	Median	\$9,985	\$10,619	\$15,549	\$19,419	\$21,579	\$24,324	\$25,653
	N	3,211	3,862	4,044	4,098	3,937	3,808	3,717
Non-Completers	Mean	\$11,303	\$10,672	\$12,441	\$14,979	\$16,776	\$18,410	\$19,716
	Median	\$8,230	\$7,595	\$9,816	\$12,818	\$14,631	\$16,160	\$17,157
	N	5,761	6,637	6,915	7,147	6,974	6,714	6,574
<b>School District Adult Vocational Certificate</b>								
Completers	Mean	\$9,780	\$9,144	\$11,537	\$14,425	\$16,476	\$18,241	\$19,660
	Median	\$7,348	\$6,514	\$9,636	\$13,025	\$15,267	\$16,858	\$17,933
	N	10,275	11,711	12,918	13,187	12,796	12,347	11,959
Non-Completers	Mean	\$9,868	\$9,174	\$9,925	\$12,657	\$14,614	\$16,133	\$17,315
	Median	\$6,584	\$5,952	\$7,140	\$10,606	\$12,700	\$14,070	\$15,209
	N	28,629	32,218	33,798	35,192	33,931	32,831	31,827

Note: We used the second, third, fourth quarters and the first quarter from the following year as the four quarters making up a year.  
Source: OPPAGA analysis of Department of Education data on students who entered workforce development education programs in 1995-96.

# Response from the Department of Education

In accordance with the provisions of s. 11.51(5), *Florida Statutes*, a draft of our report was submitted to the Commissioner of Education and the Secretary of the Department of Education for their review and response. Their written response is reprinted herein beginning on page 39.



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Mr. John W. Turcotte, Director  
Office of Program Policy Analysis  
and Government Accountability  
111 West Madison Street, Room 312  
Claude Pepper Building  
Tallahassee, FL 32399-1475

Dear Mr. Turcotte:

The Department of Education is appreciative of the hard work and thoroughness of the Justification Review of the Workforce Development Program. Attached is the Department's official response to this justification review.

If you require additional information please feel free to contact Loretta Costin, Director, Division of Workforce Development.

Sincerely,

/s/  
Jim Horne  
Secretary

/s/  
Charlie Crist  
Commissioner

CHARLIE CRIST  
COMMISSIONER  
FLORIDA DEPARTMENT  
OF EDUCATION

Attachment: Justification Review of  
Workforce Development Program

MM/dsh

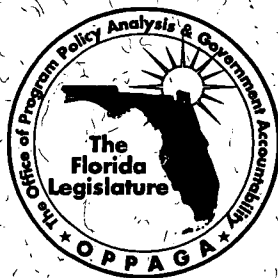
325 W. GAINES STREET  
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**Department of Education Response to  
OPPAGA Justification Review of the  
Workforce Development Education Program**

The Department of Education appreciates the opportunity to comment on the OPPAGA Justification Review and the Department concurs with the statement that the program provides a public benefit and should continue. This program prepares over one million students for employment by providing career and technical education training or literacy instruction.

The Department also concurs with the recommendations regarding the modifications to the Program Performance Measures.



***This office provides objective, independent, professional analyses of state policies and services to assist the Florida Legislature in decision making, to ensure government accountability, and to recommend the best use of public resources.***



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