



Council for Education Policy, Research and Improvement

**Council Meeting
October 8, 2003
Tallahassee, Florida**



WELCOME



AGENDA

- II. Approval of Minutes**
- III. Chairman's Report**
- IV. Executive Director's Report**
- V. State Board of Education Report**
- VI. Board of Governors' Report**
- VII. Legislative Assignments**
- VIII. Master Plan**



II. Approval of Minutes



III. Chairman's Report



IV. Executive Director's Report



V. State Board of Education Report



VI. Board of Governors' Report



VII. Legislative Assignments

A. University Contracts

- **Staff Report**
- **Public Testimony**
- **Council Discussion and Action**

B. Workforce Development Education Funding

- **Staff Report**
- **Council Discussion**

University Contracts



- **Proviso in General Appropriations Act:**
 - **Study feasibility of 5-year contract**
 - **Identify the services and programs**
 - **Identify the desired outcomes**
 - **Procedures to collect data**
 - **Penalties**
 - **Anticipated obstacles**
 - **Cost of each contract**

Feasibility of Contracts



- **Legalities of Multi-Year Contracts:**
 - **One legislature can not bind future legislature**
 - **Executive branch can not bind legislature**
 - **Funding contingency statement needed**
 - **Constitution can require legislature to provide annual funding**



Parties to the Contract

- **Board of Governors**
 - **Constitutional responsibility**
- **Contract could:**
 - **Provide opportunity to define performance expectations of each university, based on its mission**
 - **Provide link between flexibility, funding expectations, and performance expectations**



Parties to the Contract

- **Contract could NOT:**
 - **Guarantee a certain level of funding**
- **For successful implementation, the contract needs to be embraced by:**
 - **Legislature**
 - **Governor**
 - **Board of Governors**
 - **Universities**

The Contract



- **Process for contracting - p. 13**
- **Contract template – p.19**
 - **Signed by Board chairs**
 - **Three-year contract, with annual renewals**
 - **Disputes resolved by: renegotiation, mediation, or cancellation**

Contract Specifications



- **Template – p. 21**
- **Fiscal Specifications**
 - **Funds to be requested for FTE growth**
 - **Tuition and Out-of-State Fee Flexibility**

Contract Specifications



- **Performance Expectations**
 - **Increase supply of teachers**
 - **Producing graduates in scientific and technical fields**
 - **Assisting students to stay on track and reduce time to degree**
 - **Student access and graduation**
 - **Containing student costs**
 - **Feedback from students and employers**
 - **Maintaining accreditation**

Incentives and Penalties



- **Tuition flexibility should be reward**
- **Development of plans when performance standards are not met**
- **Loss of flexibility if performance does not meet standards on critical measures in one year (i.e., university could not continue increasing fees)**

Contract Proposal



- **Public Testimony**
- **Council Discussion**
 - **Changes to Recommendations**
 - **Other changes to Draft Report**



Recommendations

#1 – Clarify contract is between Board of Governors and university Board of Trustees



Recommendations

- **#21 – Use language in Executive Summary rather than on page 35 of the Draft Report**
- **Page 35 has the following language for #21:**
 - **The DOE should examine the feasibility of procedures that would allow state financial aid programs to adjust to university flexibility in establishing variable fee schedules such as block fees and differential fees by time of day.**



Recommendations

- **#23 – Delete the following sentence from the explanation of the Recommendation:**

The College should have the flexibility it needs to design and implement its teacher education programs to meet the contract's performance expectations.



Recommendations

- **#35 – Change “lose its tuition flexibility” to “lose its ability to continue increasing tuition”**
- **#36 – Add s. 1008.31 (4), F.S., to list of statutes related to data collection**



Draft Report

Council Discussion



Workforce Development Education Funding

Apprenticeship

What is Apprenticeship?



Program Sponsor

- **Employer Based**
 - **Joint or non-joint;
Individual or Group**
 - **Programs registered
by the Florida
Department of
Education**

State

- **College or district**
 - **Enter into local
agreement with
program sponsor**
 - **\$\$\$ provided for
related training and
OJT supervision**



College/District Partnerships with Apprenticeship Sponsors

- **Facilities:** Most Colleges/Districts have programs using their facilities
- **Funding:**
 - Majority of programs provide services on behalf of the programs (pay instructors, provide supplies)
 - Some programs provide the funding directly to the program sponsor in return for certain guarantees (number enrolled, production of OCPs)
 - Most programs provide additional support for non-instructional costs like administrative, job site coordinators (amount varies by program and college/district)

Apprenticeship Funding Issues: Funding Methodology



- **Funding is part of the Workforce Development Education Funding Formula (postsecondary adult vocational fund)**
- **No separate appropriation category exists**
 - **It is impossible to identify a specific amount of “funded” enrollment for apprentices.**
- **In the current formula, apprentices only receive credit for completion, not placement since they are already employed.**

Apprenticeship Funding Issues: Fee Exemption



- **Students in registered apprenticeship programs are “exempt from the payment of tuition and fees, including lab fees, at a school district that provides postsecondary career and technical programs, community college, or state university” - Florida Statutes 1009.25 (2)(b)**
- **Six colleges and districts report that some sort of fee is charged to apprenticeship students (e.g., ID tag, membership fee).**
 - **It is not clear if such charges violate the statute.**

Apprenticeship Funding Issues: Fee Exemption



- **In the 2002 CEPRI report, the following recommendation was adopted:**
- **Amend the statutory exemption to give the community college or school district the discretion to grant the exemptions for matriculation, registration and laboratory fees, under the following conditions--**
 - a) Fees may only apply to the related training instruction hours**
 - b) The community college or school district should consider the local contributions of the program sponsor toward the related training instruction**
 - c) The program sponsor should have the flexibility to seek a partnership agreement with another LEA if an agreement on fees cannot be reached between the sponsor and the LEA, allowing for the transfer of base and performance funding**
 - d) The waivers granted by the local LEA for apprenticeship students should be excluded from the waiver limit of eight percent for workforce development appropriations.**



Survey: Apprenticeship Sponsors

- **83 apprenticeship sponsors responded with all of the requested information**
 - 28 affiliated with community colleges
 - 55 with school districts
- **Examined operating expenditures provide by the sponsor and the college/district These sponsors reported that they provided approximately \$8.1 M in operating expenditures for their programs in 2002-03**
 - This represents about 49 percent of their reported operating cost for their programs, the remainder was provided by the college/district.



Survey: Apprenticeship Sponsors

- **About 20 percent of the program sponsors reported that all the operating expenses for the program were provided by the college or district**
 - **About half of these programs were for child care training**
- **40 percent reported that the sponsor provided more than half of the operating cost (12 percent indicated that they provided 75 percent or more of the cost).**

Summary of Apprenticeship Funding Policies in Other States



- **About 60 percent of the surveyed states provide some state funding for apprenticeship training**
 - Usually through enrollment-based funding or through a line item appropriation that covers certain expenses.
- **Two-thirds of the states reported that students enrolled in local technical centers or college pay tuition for coursework.**
- **A few states charge fees to indentured apprentices or to programs; this funding is used to support administrative costs (not instructional)**



Recent Trends: Enrollment

As with other career and technical training programs, enrollment increased from 1999-00 to 2001-02, more than 2,000 students, a 15% increase.

School District

↑ About 500 more students
5% Increase

Community College

↑ About 1600 more students
34% Increase

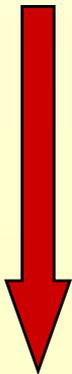


Recent Trends: Program Expenditures

Expenditures for apprenticeship programs have generally decreased as total workforce funding has decreased, from 1999-00 to 2001-02.

School District

**\$3.1 M less in reported costs
(26% decrease)**



Community College

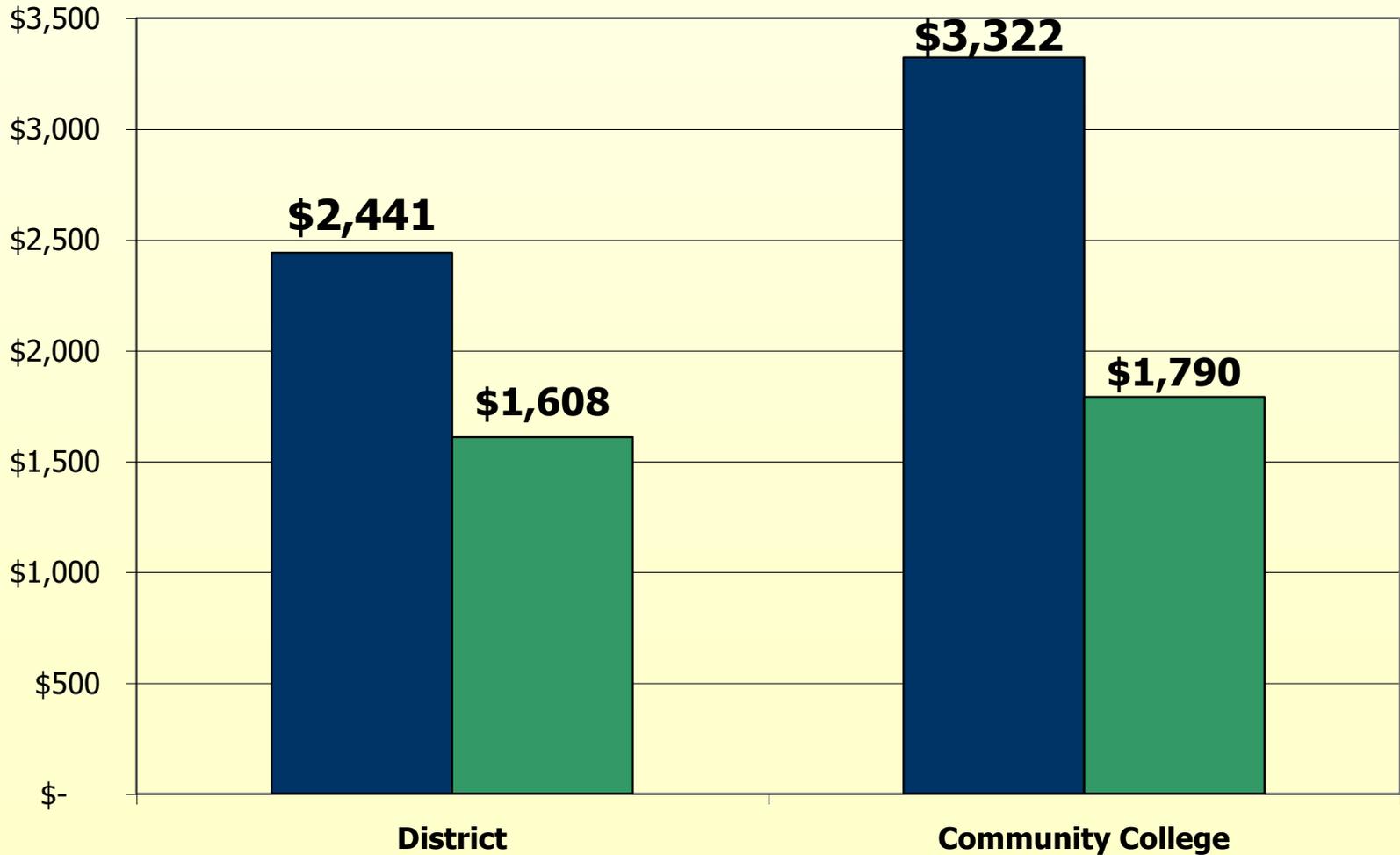
**\$308K more in reported costs
if one community college were excluded
(12% decrease)**



Direct Cost per Funded OCP for Apprenticeship Programs



■ 1999-00 ■ 2001-02



Challenges to Addressing Apprenticeship Funding Issues



- **Diversity of arrangements at colleges and district centers**
- **Lack of consistent, time-series data on enrollments, OCPs and expenditures**
- **Ability of colleges and districts under the workforce funding formula to shift funds around based on institutional priorities**

Critical Questions for Apprenticeship Funding



- **Should apprenticeship programs be funded using the same methodology as other career and technical training programs?**
- **How should new funding be provided for the start-up of new apprenticeship programs?**



A New Funding Methodology for Workforce Education

Issues and Challenges



Issue #1: A Separate Budget Fund Category for Workforce Education

PROS

- **Simplifies State's ability to focus resources on an area of emerging need**
- **School Districts have less concern of workforce dollars being absorbed by larger K-12 mission**

CONS

- **For community colleges, it is difficult to separate costs between academic and workforce programs**
 - **College credit mission shared by AA & AS programs**
- **Separate fund not only attractive for increased, targeted resources, but also cuts**



Issue #2:

The Governance of Workforce Education under the Community Colleges

PROS

- **Eliminates duplication of services**
- **Provides a single point of delivery to students and industry**
- **Allows school districts to focus on their primary K-12 mission**

CONS

- **Dual-delivery system encourages competition**
- **School districts may be in better position to serve special populations**
- **Potential for significant up-front costs**

Issue #3:

Competition Between All Institutions to Earn Back Performance Dollars



PROS

- **Competition will produce innovation and greater efficiency among institutions**
- **Provides incentives to maximize performance**
 - **Leads to a more targeted use of resources toward programs that are highly productive**
 - **Leads to cuts in low-performing programs**

CONS

- **With overall workforce funding decreasing or remaining constant, gains in funding will always come at the expense of other institutions**
- **Inability to determine the amount of performance gain needed in order to earn back performance funds**

Issue #3:

Competition Between All Institutions to Earn Back Performance Dollars



CON

- **Inability to determine the amount of performance gain needed in order to earn back performance funds**

EXAMPLE

From 2000-01 to 2001-02, Under the current Funding Formula:



63 local educational agencies (LEAs) reported an increase in performance points



Of those 63 LEAs, 46 (73%) lost performance dollars



Issue #4: Performance-Driven Funding Model: Concept and Measurement

PROS

- **Greater accountability**
- **Increased emphasis on tangible outcomes deemed important to the State**
 - **Provides incentives to increase completions/placements in areas of critical need to the State (e.g., nursing)**
 - **Provides incentives to increase completions/placements by targeted populations**

CONS

- **Ability to fund for enrollment growth and new programs in critical, emerging fields difficult**
- **Will eventually create inequity in funding**
- **Direct connection between actual performance outcomes and funding can be unclear**
 - **Weighted performances**
 - **Timeliness of data collection**
 - **Potential conflict between measures and desired outcomes**

Issue #4:

Performance-Driven Funding Model: Concept and Measurement



CON

- **Direct connection between actual performance outcomes and funding can be unclear**
 - **Weighted performances**

EXAMPLE

From 2000-01 to 2001-02, Under the current Funding Formula:

- **Weighted performance points, which are used to allocate performance dollars, increased at a rate of 21.4%**
- **Actual performance outcomes increased by a lesser rate of 16.6%**

Issue #4:

Performance-Driven Funding Model: Concept and Measurement



CON

- **Direct connection between actual performance outcomes and funding can be unclear**
 - **Timeliness of Data Collection**

EXAMPLE

- **Under current funding formula, performance dollars are based on past program completions and job placements**
- **Performance allocation is based on completions from 2 years prior, and the job placements of completers from 3 years prior**

Issue #4:

Performance-Driven Funding Model: Concept and Measurement



CON

- **Direct connection between actual performance outcomes and funding can be unclear**
 - **Potential conflict between measures and desired outcomes**

EXAMPLE

- **The use of Occupational Completion Points (OCPs) as a measure of program completion**
- **The weighting of job placements**



Legislative Charge

Develop a funding methodology that

- Rewards Program Performance**
- Accommodates Growth**
- Provides for Long Term Stability**

New Funding Methodology: The Challenges



Reward Performance

- **Whatever funding formula/methodology is adopted, the institutions will respond**
 - Performance Points have increased 47% since 1999-00
 - However, gains in performance points have not generally led to increases in funding

The Challenge

- **Create a system that produces the outcomes the State desires**
 - Clear connection between the measures and the desired outcomes
- **Create a system that provides institutions with an opportunity to receive funding for increases in performances**



New Funding Methodology: The Challenges

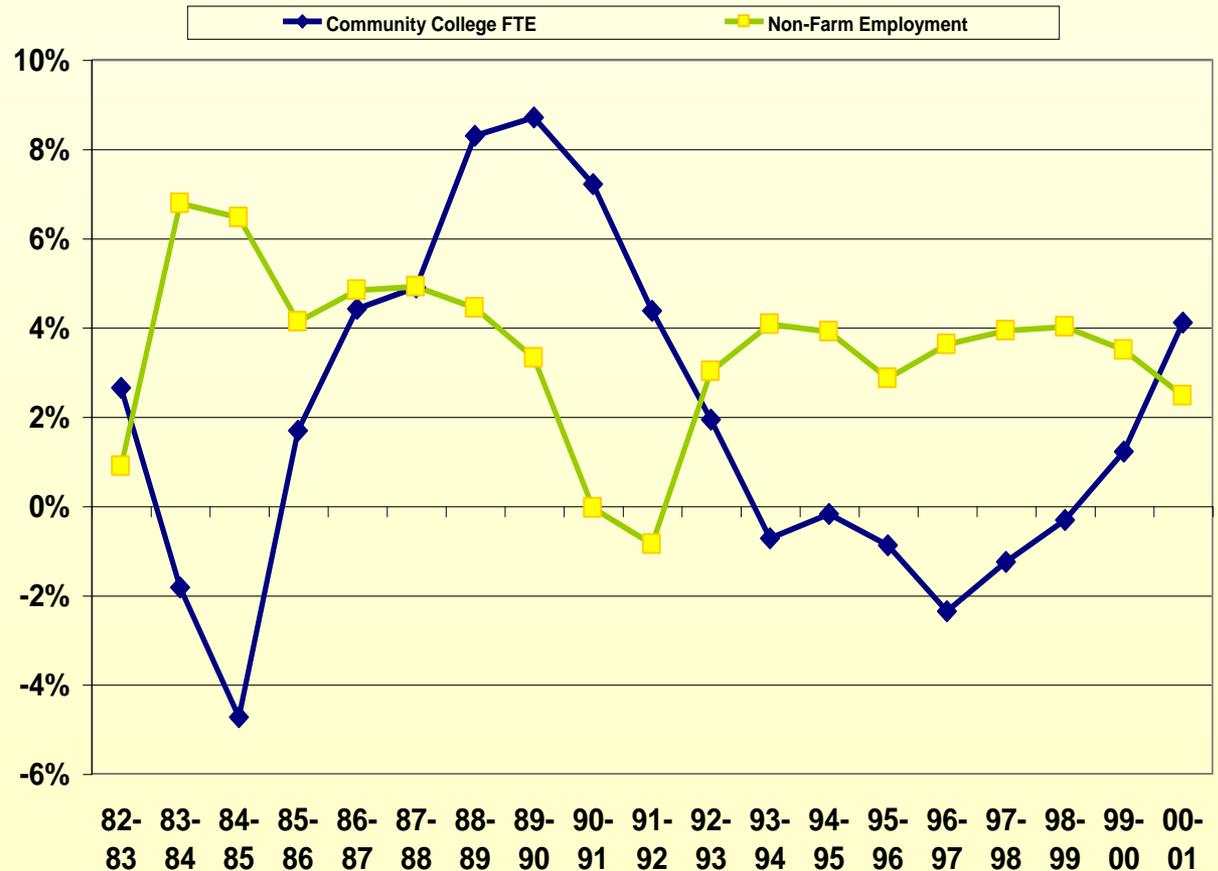
Accommodate Growth

Economic Realities

- Generally, enrollment growth occurs when economic times are bad

The Challenge

- Create a system that provides institutions with the budgetary flexibility to deal with growth during economic downturns



New Funding Methodology: The Challenges



Provide For Long Term Stability

- **With funding dependent on past performance, and performances not being funded at a stable rate, institutions have not received a stable funding base for workforce education.**

The Challenge

- **Create a system that will reward performance without compromising the ability of institutions to increase their performances each year.**



Working Lunch

Invited Speakers/Public Testimony



VIII. Master Plan

Major Initiatives

- **Staff report – Leadership, Collaborative Efforts**
- **Council Discussion**



Master Plan - Leadership

Florida's Sunshine Law- Chapter 286
All meetings by all public boards and agencies at all levels of government must be open to the public at all times in absence of a specific statutory exemption.



Master Plan - Leadership

Florida's Public Records Law-Ch. 119

Creates a right of access to all records made or received in connection with official business of a public body.



Master Plan - Leadership

Florida's Sunshine Law requires:

- All meetings open to public.
- Reasonable notice of meetings' time, place and agenda.
- All voting done in public.
- Minutes must be recorded & kept open.



Master Plan - Leadership

**Exemptions to Law – granted by
Legislature, such as:**

- **School personnel records.**
- **Educational records of individual Students.**
- **Limited access records at university.**



Master Plan - Leadership

Survey Responses

Positive Impact:	17
Negative Impact:	17
No Impact:	8



Master Plan - Leadership

Positive Comments

- **The Public's right to know.**
- **Law is working and does not impede the operation of institution.**
- **Law is the best friend of accountability in government.**



Master Plan - Leadership

Points of Concern

- **Open Executive Searches.**
- **Law inhibits open dialogue and exchange of information.**
- **Specific personnel issues.**
- **Open Real estate & Labor negotiations.**



Master Plan - Leadership

Respondent Recommendations

- **Preliminary hiring process for pres./supt. - done in private.**
- **Special provisions for sensitive personnel issues and performance evaluations.**



Master Plan - Leadership

Respondent Recommendations

- **Use executive sessions for land and labor negotiations.**
- **Freedom for additional interaction among board members.**



IX. Other Items of Interest



X. Adjournment