



# **PERFORMANCE AUDIT REPORT**

## **School District Audit**

### **K-12 Education: Reviewing the Cost of Vocational Education Programs**

**A Report to the Legislative Post Audit Committee  
By the Legislative Division of Post Audit  
State of Kansas  
August 2007**

# ***Legislative Post Audit Committee***

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## ***Legislative Division of Post Audit***

**THE LEGISLATIVE POST** Audit Committee and its audit agency, the Legislative Division of Post Audit, are the audit arm of Kansas government. The programs and activities of State government now cost about \$10 billion a year. As legislators and administrators try increasingly to allocate tax dollars effectively and make government work more efficiently, they need information to evaluate the work of governmental agencies. The audit work performed by Legislative Post Audit helps provide that information.

We conduct our audit work in accordance with applicable government auditing standards set forth by the U.S. Government Accountability Office. These standards pertain to the auditor's professional qualifications, the quality of the audit work, and the characteristics of professional and meaningful reports. The standards also have been endorsed by the American Institute of Certified Public Accountants and adopted by the Legislative Post Audit Committee.

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August 17, 2007

To: Members, Legislative Post Audit Committee

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This report contains the findings, conclusions, and recommendations from our completed performance audit, *K-12 Education Reviewing the Cost of Vocational Education Programs*.

The report also contains several appendices including an inventory of the 2006-07 Vocational Education enrollment and number of programs by district, the 30 school districts chosen as our sample, and a list of classes we categorized as teaching independent living skills and basic employment skills.

The report includes several recommendations for the Department of Education and for appropriate legislative committees. We would be happy to discuss these recommendations or any other items in the report with any legislative committees, individual legislators, or other State officials.

Barbara J. Hinton  
Legislative Post Auditor

## Get the Big Picture

Read these Sections and Features:

1. **Executive Summary** - an overview of the questions we asked and the answers we found.
2. **Conclusion and Recommendations** - are referenced in the Executive Summary and appear in a box after each question in the report.
3. **Agency Response** - also referenced in the Executive Summary and is the last Appendix.

## Helpful Tools for Getting to the Detail

- In most cases, an “**At a Glance**” description of the agency or department appears within the first few pages of the main report.
- **Side Headings** point out key issues and findings.
- **Charts/Tables** may be found throughout the report, and help provide a picture of what we found.
- **Narrative text boxes** can highlight interesting information, or provide detailed examples of problems we found.
- **Appendices** may include additional supporting documentation, along with the audit **Scope Statement** and **Agency Response(s)**.

**EXECUTIVE SUMMARY**  
LEGISLATIVE DIVISION OF POST AUDIT

**Overview of Vocational Education**

**Vocational Education programs prepare students for occupations that don't require a bachelor's degree.** ..... page 3  
*Vocational Education focuses on occupations in the following seven areas: Agriculture, Business and Computer Technology, Family and Consumer Sciences, Health Science, Marketing, Technology, and Trade and Industry. Kansas has mirrored its requirements after the definitions established under the federal Carl Perkins Vocational and Technical Education Act. To be eligible for State funding, a Vocational Education program has to include a sequence of at least three classes, including an introductory class that the State doesn't pay for.*

**Enrollment in Vocational Education programs has grown by more than 26% over the last eight years.** ..... page 4  
*In contrast, the overall K-12 student enrollment in Kansas dropped by 1% during the same period. During the 2006-07 school year, almost 16,000 FTE students participated in approved Vocational Education programs.*

**In 2006-07, school districts received almost \$39 million in State and federal funding for Vocational Education programs.** ..... page 6  
*The State provided school districts with an additional \$2,158 for each of the nearly 16,000 FTE Vocational Education students in 2006-07—a total of \$34 million. School districts also received about \$5 million in federal funding through the Carl Perkins Act. Between 1999-00 and 2006-07, total Vocational Education funding increased by almost 17%.*

**Question 1: What Types of Vocational Education Programs Do School Districts Offer?**

**The most common Vocational Education program areas are Business and Computer Technology, Family and Consumer Sciences, and Trade and Industry.** ..... page 7  
*In 2006-07, 276 school districts offered a total of 1,655 approved Vocational Education programs. We estimated 4,538 FTE students enrolled in classes within the Business and Computer Technology program area that year, accounting for 29% of the total Vocational Education FTE enrollment, and \$9.8 million in Vocational Education funding. The next most common program areas were Family and Consumer Sciences (2,971 FTE, \$6.4 million) and Trade and Industry (2,766 FTE, \$6.0 million).*

**More than 13% of the State's Vocational Education funding is for classes that aren't related to a specific occupation.** ..... page 8  
*To determine the types of skills taught in different Vocational Education programs, we reviewed the number of students enrolled in different Vocational Education classes for a random sample of 30 districts, and assigned them to four different skills categories—specific occupational skills (87% of total enrollment), basic employment skills (3%), independent living skills (7%), and study hall (4%).*

*Projecting our findings Statewide, we found districts received about \$5 million in Vocational Education funding for classes that focused on independent living and basic employment skills, or that were general study hall periods. Our results likely are conservative because class titles may not always reflect the content of the class, and because we categorized many classes that teach independent living skills as occupation-related if we could identify a logical career path (for example, we categorized nutrition classes as occupational if the district had at least two additional food preparation courses that could lead to a career in a restaurant or in catering).*

**The Department of Education approved some Vocational Education programs without having all the necessary information to assess their quality.** *Department staff review new and existing programs to ensure that they meet State standards and are eligible for Vocational Education funding. Based on our review of 10 Vocational Education programs, we found four programs that were approved even though some important documents were either incomplete or missing. Without this information, there’s no way for Department staff to determine whether these programs met State standards. Additionally, we found that the Department staff responsible for approving Vocational Education programs receive little training and oversight.* ..... page 11

**A major overhaul of Vocational Education at the federal level could affect State funding.** *The 2006 reauthorization of the federal Carl Perkins Act significantly expands and reorganizes the State’s Vocational Education program. It replaces the seven traditional program areas that focus on technical careers with 16 career clusters that include a variety of new professional careers, including law, public safety, government and public administration, finance, and hospitality and tourism.* ..... page 14

*The expanded definition of Vocational Education may affect State funding in the coming years, because the number of approvable Vocational Education programs—as well as the number of students who will be interested in those programs—likely will increase.*

<b>Conclusion</b>	..... page 17
<b>Recommendations</b>	..... page 18
<b>APPENDIX A: Scope Statement</b>	..... page 20
<b>APPENDIX B: Inventory of Vocational Education Enrollment and Programs by School District</b>	..... page 21
<b>APPENDIX C: School District Sample</b>	..... page 29
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<b>APPENDIX E: Department of Education Response</b>	..... page 31

This audit was conducted by Katrin Osterhaus, Dan Bryan, Brenda Heafey, and Heidi Zimmerman. Scott Frank was the audit manager. If you need any additional information about the audit’s findings, please contact Katrin at the Division’s offices. Our address is: Legislative Division of Post Audit, 800 SW Jackson Street, Suite 1200, Topeka, Kansas 66612. You also may call us at (785) 296-3792, or contact us via the Internet at LPA@lpa.state.ks.us.

# K-12 Education: Reviewing the Cost of Vocational Education Programs

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Vocational Education programs are designed to teach high school students about current or emerging occupations that don't require an advanced degree. School districts can offer Vocational Education programs in any of seven major areas: Agriculture, Business and Computer Technology, Family and Consumer Science, Health Science, Marketing, Technology, and Trade and Industry.

In Kansas, school districts aren't required to offer Vocational Education programs, but if they do, the State has adopted a funding formula to help pay for approved programs. For 2006-07, the Department of Education approved 1,655 Vocational Education programs Statewide. About 16,000 full-time-equivalent students participated in these programs, and school districts received almost \$34 million in State funding for Vocational Education.

Recently, some legislators have become concerned about the types of vocational classes and programs offered by school districts. Specifically, they are concerned that school districts offer a number of inexpensive classes that truly aren't for Vocational Education as a means of collecting State aid to pay for more expensive classes.

This school district performance audit answers the following question:

## **1. What types of Vocational Education programs do school districts offer, and how much do they cost?**

To answer this question, we used data from the Department of Education on the Vocational Education programs offered by school districts in 2006-07 to calculate the number of programs offered in each of the seven major program areas. We used student enrollment information from the Department's auditors for a sample of school districts to estimate the share of students enrolled in each program area.

We also reviewed documents for a small sample of approved Vocational Education programs to determine if the Department's process for approving programs was sufficient to ensure that programs met State standards. A copy of the complete scope statement for the audit request approved by the 2010 Commission is included in *Appendix A*.

During the course of this audit, we learned that Vocational Education is undergoing significant changes at the federal level, including expanding and reorganizing the types of programs that can be offered. These changes are discussed on page 14 of the report. Because our estimate of the cost of different types of Vocational Education programs would be based on program areas that are being phased out, the 2010 Commission decided on May 31, 2007, to indefinitely suspend the audit work related to program costs. For reporting purposes, we've removed the reference to costs from the audit question.

In conducting this audit, we followed all applicable auditing standards set forth by the U.S. Government Accountability Office. To determine the amount of enrollment and funding that falls into each Vocational Education program area, we used data on the number of minutes each student spent in each Vocational Education class. Because these data were audited by the Department of Education's fiscal auditors, we didn't conduct any additional testing of this data.

Our findings begin on page 7, following a brief overview of the Vocational Education program.

## Overview of Vocational Education

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### *Vocational Education Programs Prepare Students for Occupations That Don't Require a Bachelor's Degree*

Vocational Education classes are designed to prepare high school students for specific occupations or to help them attain a technical education certification or degree after graduation. Vocational Education focuses on occupations in the following seven areas that don't require a bachelor's degree:

1. **Agriculture**—prepares students for careers like farming, ranching, and food processing
2. **Business and Computer Technology**—prepares students for careers like accounting, information processing, and telecommunications
3. **Family and Consumer Sciences**—teaches students the knowledge and skills to balance personal, work, home, and family lives, and prepares students for careers like catering, interior design, and child care
4. **Health Science**—exposes students to health-care careers and prepares them for admission to a post-secondary institution or other career-training opportunity
5. **Marketing**—prepares students to enter into marketing occupations with an emphasis on retail, management, and entrepreneurship
6. **Technology**—prepares students for careers like communications and engineering
7. **Trade and Industry**—prepares students for industrial or technical careers like graphic and printing operation, automobile mechanics, and construction

Although school districts may offer a wide variety of classes that teach vocational skills, many of those classes may not be part of a Vocational Education program approved by the Department of Education. In Kansas, the requirements for a Vocational Education Program mirror the definitions established under the federal Carl Perkins Vocational and Technical Education Act.

The Act defines a Vocational Education program as a sequence of classes that prepares students for a paid or unpaid occupation that doesn't require a four-year degree. In Kansas, an approved Vocational Education program must have at least three classes. One of the classes has to be an introductory class for which districts don't receive Vocational Education funding. However, students don't have to take this class before enrolling in more advanced classes.

*Figure OV-1* illustrates how the classes, programs, and seven program areas relate to each other.

Figure OV-1 Examples of the Relationship Between Program Areas, Programs, and Classes		
PROGRAM AREA	PROGRAM	CLASSES
Business and Computer Technology	Computer Programming	<i>Keyboarding I (Intro)</i>
		<i>Windows Applications</i>
		<i>Visual Basic</i>
	Business and Office Education	<i>Computer Applications (Intro)</i>
		<i>Desktop Publishing</i>
<i>Accounting</i>		
Family and Consumer Sciences	Early Childhood Education and Services	<i>World of Children (Intro)</i>
		<i>Child Care Services</i>
		<i>Child Care Services Lab</i>
	Food Production and Service	<i>Nutrition &amp; Wellness (Intro)</i>
		<i>Culinary Arts I</i>
<i>Commercial Baking I</i>		
Technology	Communications Technology	<i>Keyboarding I (Intro)</i>
		<i>Desktop Publishing</i>
		<i>Yearbook I</i>
	Engineering Technology	<i>Principles of Technology (Intro)</i>
		<i>Computer Aided Drafting I</i>
<i>Computer Aided Drafting II</i>		
Trade and Industry	Auto Mechanics Technology	<i>Technology Exploration (Intro)</i>
		<i>Auto Mechanics I</i>
		<i>Auto Mechanics II</i>
	Carpentry	<i>Building Trades I (Intro)</i>
		<i>Woods I</i>
<i>Cabinetmaking I</i>		

Source: Unaudited data from Department of Education.

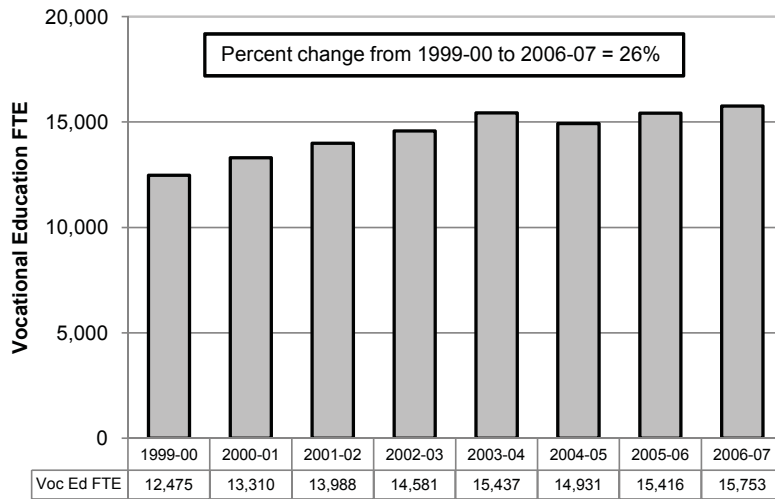
***Enrollment in Vocational Education Programs Has Grown by More Than 26% Over the Last Eight Years***

Student participation in Vocational Education programs is measured in student contact hours. A contact hour is generated for every student enrolled in an approved non-introductory Vocational Education class as of September 20. Vocational Education contact hours are converted to a full-time-equivalent (FTE) basis—six student contact hours equal one FTE student. For example, a school with 300 Vocational Education contact hours would have 50 FTE students.

During the 2006-07 school year, almost 16,000 FTE students participated in approved vocational programs—about 4% of total FTE student enrollment. *Figure OV-2* shows the Statewide Vocational Education enrollment over the last eight years.

As the figure shows, the number of Vocational Education FTE students increased by 26% from 1999-00 to 2006-07. The general student enrollment actually dropped by 1% during the same period.

**Figure OV-2  
Vocational Education Enrollment (FTE)  
1999-00 to 2006-07**



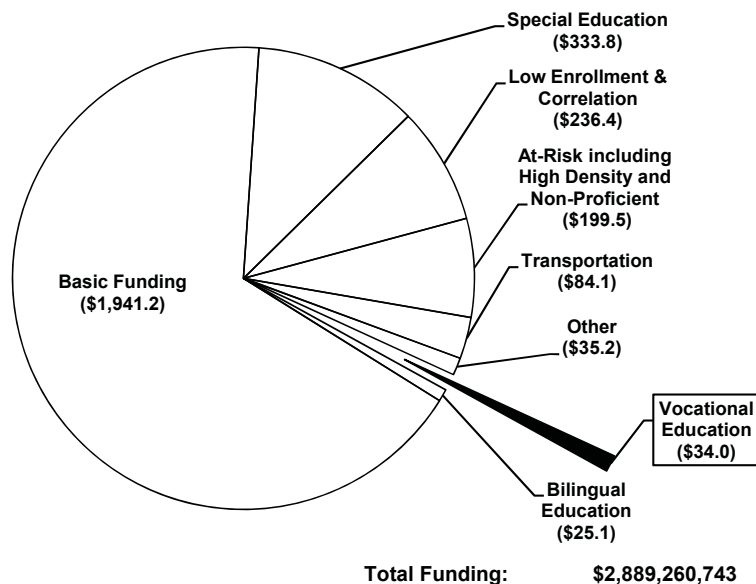
Source: Unaudited data from Department of Education.

## Vocational Education AT A GLANCE

**Authority:** Chapter 72, Article 44 of the Kansas Constitution says the State will provide school districts with the opportunity to participate in Vocational Education programs as authorized by federal Vocational Education Acts. School districts aren't required to participate in Vocational Education programs, but if they do, K.S.A. 72-4415 stipulates that the State will help pay the cost of these programs.

**Budget:** In 2006-07, Kansas public school districts received a total of \$2.9 billion in education funding. Almost \$34 million of that amount was for Vocational Education, which accounted for about 1% of the total State education funding. The following chart shows the proportion of funding distributed to the major educational categories:

**State Education Funding by Category (2006-07) (a)**  
(in millions)



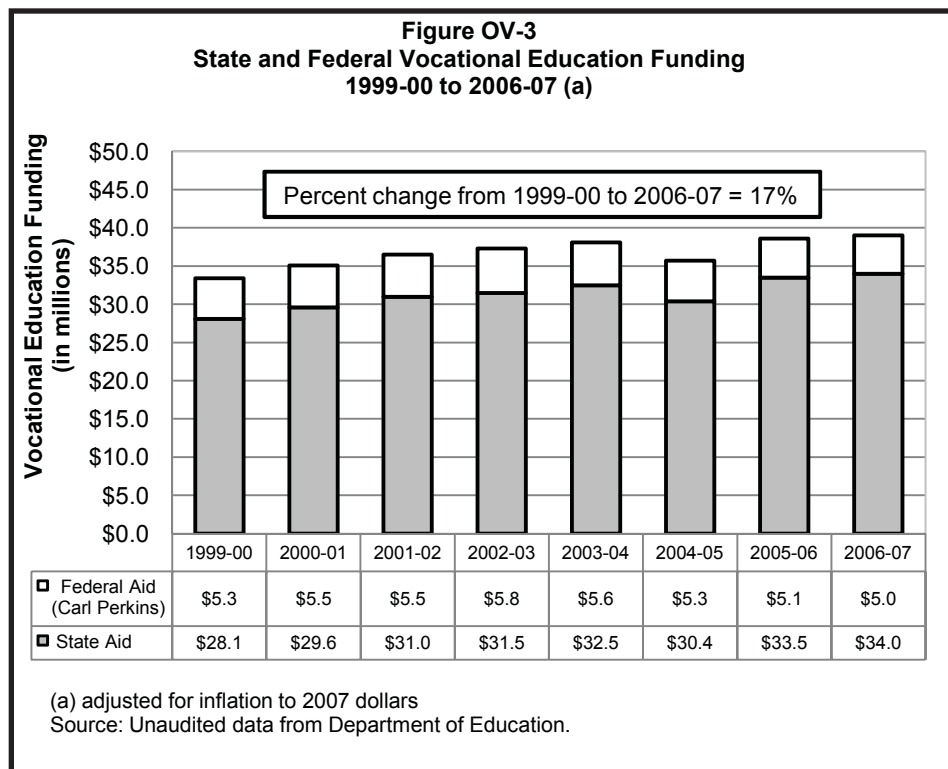
(a) State funding includes the mandatory Statewide 20-mill property tax assessed by each school district.  
Source: Unaudited data from Department of Education.

***In 2006-07, School Districts Received Almost \$39 Million in State and Federal Funding for Vocational Education Programs***

School districts aren't required to participate in Vocational Education programs. However, if they do, the State helps pay the cost of these programs by providing an additional \$2,158 (which is 50% of the \$4,316 in Base State Aid Per Pupil in 2006-07) for every Vocational Education FTE student enrolled in an approved, non-introductory class. Statewide, districts received almost \$34 million in State Vocational Education funding for the 2006-07 school year.

In addition, school districts can get federal aid through the Carl Perkins Act. In 2006-07, districts received about \$5 million in federal funding, which they can use to develop new Vocational Education programs or enhance existing ones.

**Figure OV-3** shows the annual amount of State and federal Vocational Education funding school districts received from 1999-00 to 2006-07. Total Vocational Education funding increased by almost 17% over the same time period.



## Question 1: What Types of Vocational Education Programs Do School Districts Offer?

**ANSWER IN BRIEF:** *The most common Vocational Education program areas are Business and Computer Technology, Family and Consumer Sciences, and Trade and Industry. These program areas account for more than \$22 million of the \$34 million in Vocational Education funding districts received from the State in 2006-07. More than 13% of the State’s Vocational Education funding is provided for classes that aren’t related to a specific occupation—mostly programs that teach students independent living skills.*

*Based on our limited file review of approved programs, we found that the Department of Education approved some Vocational Education programs without the necessary information to assess their quality. Lastly, major changes in federal law are prompting Kansas to expand and reorganize the State’s Vocational Education program, which may affect State Vocational Education funding in the future. These and related findings are discussed in the sections that follow.*

***The Most Common Vocational Education Program Areas Are Business and Computer Technology, Family and Consumer Sciences, and Trade and Industry***

Of the 296 Kansas school districts, 276 offered a total of 1,655 approved Vocational Education programs in 2006-07. The number of districts offering a program in each of the seven major program areas, as well as the total number of programs in each area Statewide, is summarized in **Figure 1-1**. A complete inventory of programs offered by district is available in **Appendix B**.

**Figure 1-1  
Number of Vocational Programs Offered by Kansas' 296 School Districts by the Seven Program Areas  
2006-07 School Year**

Seven Vocational Education Program Areas	Districts Offering Program Areas		Total Number of Programs Offered (a)	
	# of Districts	% of All Districts	# of Programs	% of All Programs
Trade & Industry	178	60%	468	28%
Family & Consumer Sciences	220	74%	369	22%
Business & Computer Technology	208	70%	319	19%
Technology (e.g. engineering)	208	70%	260	16%
Agriculture	154	52%	163	10%
Marketing	21	7%	41	2%
Health Science	23	8%	35	2%
<b>Total</b>	--	--	<b>1,655</b>	<b>100%</b>

(a) Districts can offer more than one program in any program area.  
Source: LPA analysis of Department of Education data.

Currently, the Department of Education doesn't compile Vocational Education enrollment or funding data by the seven major program areas. Therefore, we randomly sampled 30 school districts that offered Vocational Education in 2006-07 to calculate the proportion of Vocational Education enrollment and funding for each program area. (The 30 districts can be found in *Appendix C.*) We projected our results to all 296 school districts to estimate the Statewide enrollment and funding by program area. These estimates are shown in *Figure 1-2.*

**Figure 1-2**  
**Estimated Vocational Education Enrollment and State Aid Funding**  
**by the Seven Program Areas (a)**  
**2006-07 School Year**

Vocational Education Program Area	Vocational Education Enrollment		Vocational Education State Aid	
	Estimated # of FTE	% of Total FTE	Estimated \$ (in millions)	% of Total \$
Business & Computer Technology	4,538	29%	\$9.8	29%
Family & Consumer Sciences	2,972	19%	\$6.4	19%
Trade & Industry	2,767	18%	\$6.0	18%
Technology (e.g. engineering)	2,152	14%	\$4.6	14%
Agriculture	1,146	7%	\$2.5	7%
Marketing	1,045	7%	\$2.3	7%
Health Science	450	3%	\$1.0	3%
Seminar (b)	683	4%	\$1.5	4%
<b>Total</b>	<b>15,753</b>	<b>100%</b>	<b>\$34.0</b>	<b>100%</b>

(a) These estimates were calculated using a sample of 30 school districts and projecting the results to the total Vocational Education enrollment.  
(b) Seminar time is similar to study hall, where students are given a class period to receive additional help in any educational subject they choose.

Source: LPA analysis of Kansas Department of Education data.

As the figure shows, the most common program area is Business and Computer Technology, which accounts for 29% of the total Vocational Education FTE enrollment and \$9.8 million of the \$34.0 million in total Vocational Education funding. The next most common programs are Family and Consumer Sciences with 19% of total enrollment (\$6.4 million), and Trade and Industry programs with 18% of enrollment (\$6.0 million).

***More Than 13% of the State's Vocational Education Funding Is for Classes That Aren't Related to a Specific Occupation***

During our work for the Cost Study, we had come across classes that were approved as part of school districts' Vocational Education programs, such as Current Teen Issues, Fitness & Foods, On Your Own, and Interpersonal Relationships. Following the presentation of our cost study at the start of the 2006 legislative session, lawmakers expressed concerns about similar types of classes receiving State Vocational Education funding.

To address these concerns, we grouped the classes offered in our sample districts based on the types of skills taught. We assigned the classes to three different categories, as follows:

- **Specific occupational skills** that prepare students for specific jobs in a variety of career paths, including business, agriculture, engineering, computer programming, and culinary arts.
- **Basic employment skills** that can help students in numerous occupations. This could be as broad as planning a career and balancing work and home life, or as specific as learning basic word processing skills.
- **Independent living skills** that help students transition to adulthood. These include things such as basic nutrition, meal preparation, shopping, and parenting.

A complete list of the classes we categorized as basic employment skills and independent living skills is included in *Appendix D*.

In addition, most of our sample districts had generic “seminar” classes where students have a block of time to receive additional help from any of their teachers, commonly referred to as study hall. While these classes aren’t directly related to Vocational Education, part of the time students spend in them is counted as Vocational Education for funding purposes.

**In 2006-07, districts received about \$5 million in Vocational Education funding for classes that focused on independent living and basic employment skills, or general study hall periods.** For our sample districts, we calculated the percent of Vocational Education FTE enrollment within each of the three skill categories described above (as well as seminar periods), and projected those results Statewide. The estimated Statewide enrollments and associated State funding for each category are shown in *Figure 1-3*.

**Figure 1-3**  
**Estimated Vocational Education Enrollment and State Aid Funding**  
**By Type of Skills Taught**  
**2006-07 School Year**

Type of Skills Taught	Percent of Vocational Education Enrollment (30 Sample Districts)	Estimated Statewide Vocational Education Enrollment (FTE)	Estimated Statewide Vocational Education Funding (in millions)
Specific Occupational Skills	86.6%	13,640	\$29.4
Independent Living Skills	6.6%	1,037	\$2.2
Basic Employment Skills	2.5%	393	\$0.8
Seminar	4.3%	683	\$1.5
<b>Total</b>	<b>100%</b>	<b>15,753</b>	<b>\$34.0</b>

Source: LPA analysis of Department of Education data.

As the figure shows, almost 87% of all Vocational Education funding for the 2006-07 school year was provided to districts for classes that taught skills related to a specific occupation. We found the remaining 13% of funding was provided for classes and seminars unrelated to a specific career, as follows:

- **Independent living skills or basic employment skills classes were given 9.1%, or \$3.0 million, of State Vocational Education funding.** Districts with smaller Vocational Education programs tend to have a larger proportion of classes that include independent living skills, compared to districts with larger programs. That's because many of the larger programs offer more classes that lead to specific occupations involving these skills. For example, independent living classes like nutrition or child development become specific occupational classes when combined with related classes to form career paths in areas like culinary arts or child care.
- **Seminar periods not specifically related to Vocational Education were given 4.3%, or \$1.5 million, of State Vocational Education funding.** Seminars are blocks of time—similar to study hall— set aside for students to get additional help from any of their teachers. Because students potentially could get help from Vocational Education teachers, districts receive additional funding for seminar time for all students enrolled in at least one Vocational Education class. According to Department officials, the Department began funding a portion of the seminar time several years ago when school districts claimed that many students were using some of their seminar time to work on Vocational Education classes.

However, because the additional Vocational Education funding districts receive for seminar time is calculated based on an allocation created by Department officials rather than actual attendance records, it's uncertain how much of their seminar time students actually spend getting help from Vocational Education teachers.

**Because categorizing the Vocational Education classes based on the class titles has limitations, our estimates likely are conservative.** With the exception of seminar time, which could be identified readily, we used class titles as the primary basis for assigning classes to the other three categories. However, because of limitations with the Department's data and the flexibility districts have in naming classes, the reader should be aware of a couple of important issues with this method:

- **Class titles may not always reflect the content of the class.** In some instances, districts have renamed their classes to have more modern, occupational-sounding titles. For example, in one district, a class that teaches students how to comparison shop, secure transportation, and purchase a home used to be called "Single Survival," but recently has been changed to "Consumer Resource Management." In another district, the classes titled "Fundamentals of Sewing" and "Contemporary Living" were renamed "Textile Construction Techniques 1" and "Interpersonal and Family Relationships," respectively.

- **We categorized many classes that teach independent living skills as occupation-related if they could be combined with other classes to form a career path.** For example, many districts offer a nutrition class as part of their Family and Consumer Sciences program. In many smaller programs, this class may be the only foods-related class offered in the district which wouldn't be enough to prepare a student for a career in this area. In those cases, we categorized the class as teaching independent living skills. However, in many larger programs, a similar nutrition class may be part of a variety of other offered food preparation and management classes which could lead to a career in a restaurant or catering. In those cases, the same class would be categorized as teaching specific occupational skills.

In most cases, we erred on the side of categorizing classes as relating to a specific occupation. As a result, our estimate of the number of FTE students enrolled in classes not related to a specific occupation likely is conservative.

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***The Department Approved Some Vocational Education Programs Without the Necessary Information To Assess Their Quality***

In order for a Vocational Education program to receive State funding, it must be reviewed and approved by the Departments' Division of State and Federal Programs to make sure it meets State standards. Those standards include the following:

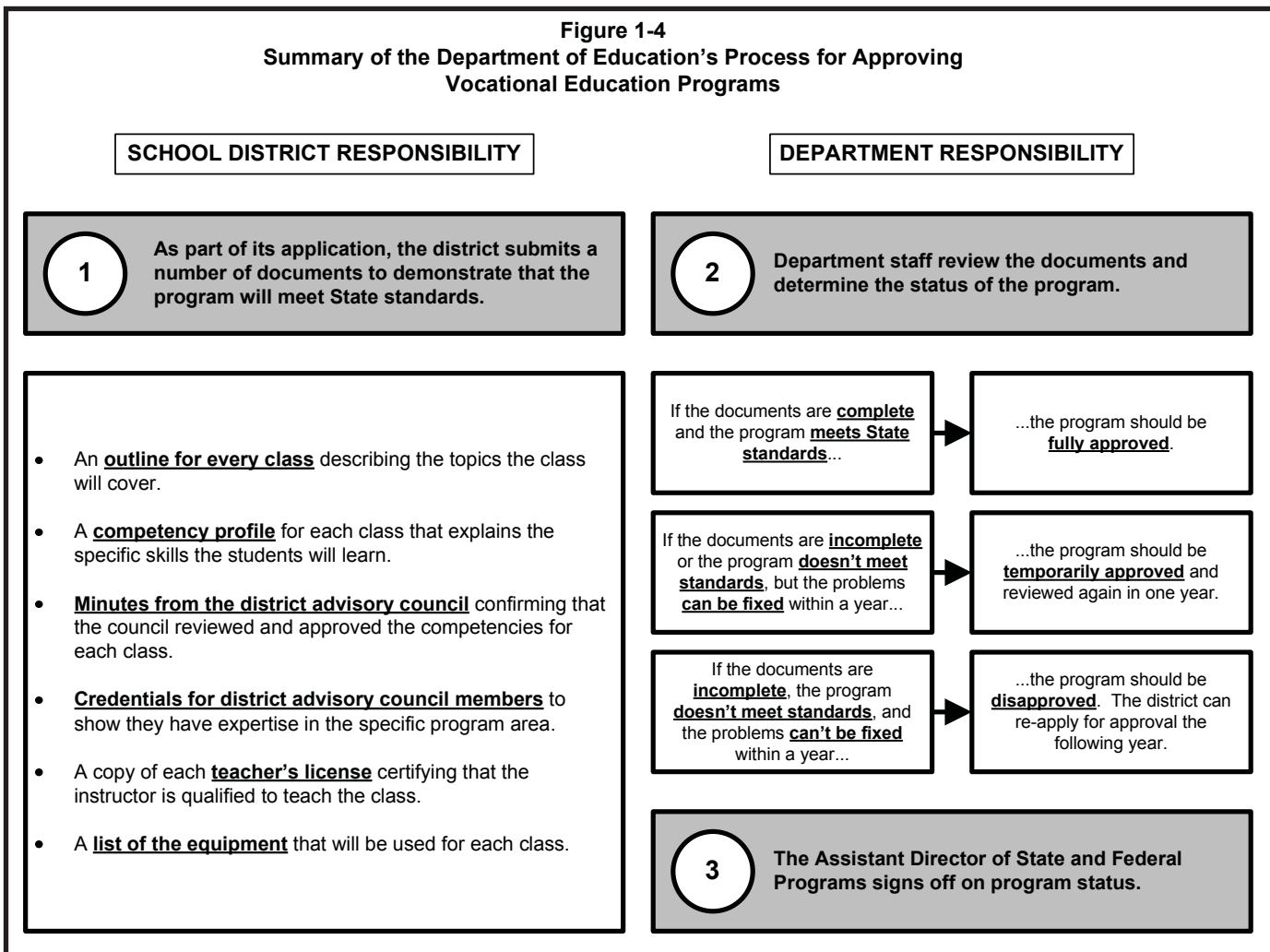
- each program must have a sequence of at least three classes, including one introductory class
- each class must teach adequate and appropriate skills for the related occupation
- the proper equipment needs to be available to teach each class
- each class must be taught by a qualified teacher

**Department staff review new and existing programs to ensure that they meet State standards, and are eligible for Vocational Education funding.** The Department has a process in place to review new programs and to re-review each program every five years. Both new and technical program reviews follow the same basic process, which is described in *Figure 1-4* on the next page.

As the figure shows, the Department designed a systematic approach to review school districts' paperwork to approve those programs that meet State standards.

**Based on our review of 10 Vocational Education programs, the Department appears to have approved some programs despite missing important information.** We looked at 10 Vocational Education programs that had been newly approved or reviewed within the last six years. These 10 programs represented 10 different districts, covered all seven program areas, and included a

**Figure 1-4  
Summary of the Department of Education's Process for Approving  
Vocational Education Programs**



total of 73 individual classes. We reviewed the documentation for these programs to determine if the Department followed its approval process and had enough information to determine if the programs met the State's standards to receive Vocational Education funding.

After sharing our preliminary findings regarding missing documents with Department staff, they were able to locate many of the missing documents. In the end, we determined that in four of the ten programs we reviewed, the Department fully approved the program even though important documents were either incomplete or missing. Those cases are summarized in *Figure 1-5*.

As the figure shows, there were incomplete documents in all four cases. For example, the competency profiles for all the classes in Pittsburg's Health Occupations Explorations program were missing information on how the classes would incorporate leadership skills—something that is required for a class to be approved for State funding. Without this information, there's no way for Department staff to fully assess whether these classes taught the skills necessary to meet State standards.

**Figure 1-5  
Summary of Vocational Education Programs That Were Approved  
Despite Missing or Incomplete Information**

District	Program	Type of Review	Year Reviewed	Summary of Missing or Incomplete Information (a)	What Kind of Approval Did the Department Grant?
218 - Elkhart	Agriculture Education	Five-Year Technical Review	2004-05	<u>Incomplete:</u> <ul style="list-style-type: none"> <li>▪competency profiles for 7 of 8 classes</li> <li>▪advisory council minutes</li> </ul>	Fully Approved
457 - Garden City	Computer Programming	Five-Year Technical Review	2005-06	<u>Incomplete:</u> <ul style="list-style-type: none"> <li>▪competency profiles for 3 of 6 classes</li> </ul> <u>Missing:</u> <ul style="list-style-type: none"> <li>▪competency profile for 1 of 6 classes</li> </ul>	Fully Approved
250 - Pittsburg	Health Occupations Exploration	New Program	2001-02	<u>Incomplete:</u> <ul style="list-style-type: none"> <li>▪competency profiles for all 4 classes</li> <li>▪course outline for 1 of 4 classes</li> <li>▪advisory council minutes</li> </ul>	Temporarily Approved <i>(increased to full after one year)</i>
460 - Hesston	Production Technology	Five-Year Technical Review	2004-05	<u>Incomplete:</u> <ul style="list-style-type: none"> <li>▪competency profiles for 2 of 3 classes</li> </ul> <u>Missing:</u> <ul style="list-style-type: none"> <li>▪competency profile for 1 of 3 classes</li> </ul>	Temporarily Approved <i>(increased to full after one year)</i>

(a) Because the required documentation changes from year to year, we only looked for the documentation that would have been required in the year the program was approved or reviewed.

Source: LPA file review of Department of Education Vocational Education files.

In addition, we found that Department staff rarely disapprove programs submitted for approval. Instead, they use the temporary approval as a “one-year grace period” allowing districts to correct noted problems. While this policy isn’t necessarily inappropriate, it’s important to note that it allows many programs to receive State funding before the Department has adequate information to determine whether the programs actually meet State standards.

**Department staff responsible for approving Vocational Education programs receive little training and oversight.**

Department officials told us they try to hire individuals with experience in a particular program area to evaluate the programs within that area (for example, hiring a former business teacher to evaluate the Business and Computer Technology programs). However, once those staff are hired, the Department doesn’t have written policies or training manuals to give them guidance on how to evaluate programs. Staff training consists solely of having an experienced staff member available to answer questions while the new staff member conducts program reviews.

In addition, Department officials told us they rely heavily on the judgment of staff in determining whether programs should be approved for funding. We also learned that the Assistant Director of State and Federal Programs double-checks each application to make sure the documentation is complete before signing off on the staff's approval decision. However, nobody checks to make sure the documentation supports the staff's decisions—even on a spot-check basis. This lack of oversight may increase the risk that incorrect or inconsistent decisions are being made by staff members.

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***A Major Overhaul of Vocational Education at The Federal Level Could Affect State Funding***

As mentioned in the Overview, Kansas currently aligns its Vocational Education program with the federal Carl Perkins Act. The Act was reauthorized in 2006 and included several major changes to the purpose and structure of Vocational Education. Kansas must integrate these changes into its Vocational Education program to continue receiving federal Carl Perkins funding.

**The 2006 reauthorization of the federal Carl Perkins Act significantly expands and reorganizes the State's Vocational Education program.** The reauthorization includes three important changes to Vocational Education:

- **Vocational Education is being expanded to include a variety of professional careers.** Traditionally, Vocational Education has focused on preparing students for technical occupations that don't require a bachelor's degree. Under the Carl Perkins Act of 2006, Vocational Education has been broadened to include professional occupations that may require a bachelor's degree or more in such areas as human resources, counseling and mental health, and biotechnology research. For example, whereas traditional Vocational Education may have prepared students for a career as a paralegal, the expanded notion might also include a career path to prepare students to eventually become an attorney.
- **The seven traditional Vocational Education program areas have been replaced by 16 career clusters organized into six general career fields.** The existing program areas and new career clusters are shown in *Figure 1-6*.

It's important to note that while the Family and Consumer Sciences program area doesn't appear in the new structure, those programs remain. That program area has been dissolved, and the associated programs have been absorbed into the other clusters. For example, the Early Child Development Program in Family and Consumer Sciences is now included in the Human Services cluster along with similar programs such as Consumer Services, Personal Care Services, and Family and Community Services.

- **States will have to develop and administer more specific performance assessments for Vocational Education students to measure what those students learn.** Under the 1998 Carl

**Figure 1-6  
Comparing the Current Structure of Vocational Education  
to the Proposed New Structure**

<b>CURRENT STRUCTURE</b>		<b>NEW STRUCTURE</b>	
<b><u>7 Program Areas</u></b>	<b><u>Program Examples</u></b>	<b><u>6 Career Fields</u></b>	<b><u>16 Career Clusters</u></b>
Agriculture	<ul style="list-style-type: none"> <li>▪ Agriculture Mechanics</li> <li>▪ Horticulture</li> </ul>	Arts, Communication, & Information	<ul style="list-style-type: none"> <li>▪ Arts, Audio Visual Technology, &amp; Communications</li> <li>▪ Information Technology</li> </ul>
Business & Computer Technology	<ul style="list-style-type: none"> <li>▪ Computer Programming</li> <li>▪ Accounting Technician</li> <li>▪ Web Page Design</li> </ul>	Business, Marketing & Management	<ul style="list-style-type: none"> <li>▪ Marketing, Sales, and Service</li> <li>▪ Finance</li> <li>▪ Hospitality and Tourism</li> <li>▪ Business Management, and Administration</li> </ul>
Family & Consumer Sciences	<ul style="list-style-type: none"> <li>▪ Early Childhood</li> <li>▪ Food Production &amp; Services</li> <li>▪ Textiles &amp; Apparel</li> </ul>	Environmental & Agricultural Systems	<ul style="list-style-type: none"> <li>▪ Agriculture, Food, &amp; Natural Resources</li> </ul>
Health Science	<ul style="list-style-type: none"> <li>▪ Health Occupations Exploration</li> </ul>	Health Science	<ul style="list-style-type: none"> <li>▪ Health Science</li> </ul>
Marketing	<ul style="list-style-type: none"> <li>▪ Marketing Education</li> </ul>	Human Resources & Services	<ul style="list-style-type: none"> <li>▪ Law, Public Safety, &amp; Security</li> <li>▪ Government &amp; Public Administration</li> <li>▪ Human Services</li> <li>▪ Education &amp; Training</li> </ul>
Technology	<ul style="list-style-type: none"> <li>▪ Communications Technology</li> <li>▪ Productions Technology</li> <li>▪ Engineering Technology</li> </ul>	Industrial Manufacturing & Engineering Systems	<ul style="list-style-type: none"> <li>▪ Transportation, Distribution, and Logistics</li> <li>▪ Architecture &amp; Construction</li> <li>▪ Manufacturing</li> <li>▪ Science, Technology, Engineering, &amp; Mathematics</li> </ul>
Trade & Industry	<ul style="list-style-type: none"> <li>▪ Auto Mechanics</li> <li>▪ Cabinetmaking &amp; Furniture Design</li> <li>▪ Computer Aided Drafting</li> </ul>		

Source: Department of Education.

Perkins Act, the State already compiles and reports on a number of outcome measures. However, the 2006 reauthorization will expand and strengthen those requirements. Beginning in 2007-08, the State will be held accountable for the academic performance of Vocational Education students in Statewide reading and math assessments—very similar to the Annual Yearly Progress goals from the No Child Left Behind Act.

In addition, beginning with the 2008-09 school year, the Department will start requiring students to take standardized assessments that measure how well students have learned specific occupational skills related to their Vocational Education field. At the time of writing the report, officials told us that they didn't know yet what specific skills would be measured, but the assessments likely would focus on those technical skills or certifications recognized by business and industry.

The Department currently is in the process of planning these changes. Officials have submitted a transition plan to the U.S. Department of

Education and are scheduled to begin implementing the changes in the 2008-09 school year. The final completion date hasn't been set, but full implementation is expected to take several years.

**Expanding Vocational Education to include professional careers may affect State funding for these programs.** Removing the distinction between technical and professional careers and expanding Vocational Education to include both may make a lot of sense in preparing students for today's economy. However, this expansion likely will increase overall enrollment in Vocational Education programs, and therefore likely increase State funding for those programs. This growth could happen for several reasons:

- **Some offered programs that currently aren't included under Vocational Education may be included under the expanded definition.** For example, the Olathe school district has a Fine Arts program that teaches students skills in musical and theatrical performance, drawing, and photography. The program doesn't fall within the current definition of Vocational Education, but could be included under the new Arts, Audio-Video Technology, and Communications career cluster. More information on the Olathe school district's Vocational Education program is discussed in the box on the next page.
- **Districts may develop new programs that fit the expanded definition of Vocational Education.** For example, a district could develop a program that teaches students a basic knowledge of government structures, how public policy is made, and public sector budgeting. This program could fit into the Government and Public Administration cluster.
- **New programs that include professional career paths may attract new populations of students.** For example, college-bound students who might not be interested in traditional Vocational Education areas like agriculture or construction might be more interested in classes leading to careers such as law or architecture, which could be included after the restructuring takes effect.

As we described in the Overview, school districts receive additional State funding for every FTE student enrolled in an approved Vocational Education class. This means that the total amount of State funding for Vocational Education will increase if the number of students included in Vocational Education increases.

While there's no way of knowing how much Vocational Education will grow as a result of these changes, based upon the current funding formula, each additional 1,000 FTE in 2008-09 would cost the State approximately \$2.2 million.

### **Olathe's Career-Based 21<sup>st</sup> Century Schools Model Is Similar to the New 16 Career Clusters Established by the Department of Education**

The Olathe school district has implemented the 21<sup>st</sup> Century Schools career-based reform model in all of its high schools. This model, which features 17 programs that prepare students for a variety of careers, is very similar to the expanded notion of Vocational Education in the latest reauthorization of the federal Carl Perkins Act.

The Olathe model includes both traditional Vocational Education programs such as culinary arts or business, and more professional career paths such as aerospace and engineering or international studies. The complete list of offerings at Olathe high schools includes:

- Aerospace and Engineering
- Biotechnology and Life Sciences
- Business & Entrepreneurship
- Computer and Software Engineering
- Computer Systems Networking
- Culinary Arts
- Distinguished Scholars
- Early Childhood Career Opportunities
- E-Communication
- Environmental Design
- Fine Arts
- Geosciences
- International Studies
- Landscape Science
- Leadership Studies
- Professional Careers
- Sports Medicine and Athletic Training

Many of the categories listed above include Vocational Education programs that currently are approved and funded. In addition, many of the other programs might be funded under an expanded definition of Vocational Education that includes more programs and professions.

### ***CONCLUSION***

Vocational Education programs traditionally have served as an alternative for students who might not be college-bound, training them for a variety of technical careers in such areas as agriculture, business, industry, and technology. The majority of the State's \$34 million in Vocational Education funding goes for classes that prepare students for specific occupations, but about \$5 million is paid to districts for classes that help students develop general employability and life skills, as well as for generic seminar classes. While these classes may be an important part of readying students for life after graduation, it may not be the intent of the Legislature to provide additional State funding for these types of classes—even if they're part of an approved Vocational Education program.

More importantly, changes at the federal level are radically changing the focus of Vocational Education—from a more-limited notion of technical careers that don't require a four-year degree to an expanded notion that includes almost all professional career paths. This change likely will increase the number of programs and students who participate in those programs throughout the State.

For years, the Legislature has supported all school district Vocational Education programs with additional funding through the school finance formula. As the number of programs and students grows, the cost of Vocational Education to the State also will grow. In light of this, the Legislature should re-examine its

funding policy and decide if it wants to continue to pay for all Vocational Education programs equally, or if it wants to focus its resources on a smaller group of employment areas that are most likely to benefit the State.

***RECOMMENDATIONS***    **FOR THE LEGISLATURE**

1. To ensure that the Legislature provides Vocational Education funding only for those classes it intended to fund, the House or Senate Education Committees should consider amending State law to exclude general seminar periods from the calculation of Vocational Education FTE students for funding purposes. In addition, the Committees should consider whether they want to continue to fund classes that teach independent living skills or basic employment skills and don't relate to a specific occupation. These types of classes are shown in *Appendix D*.
2. In light of the significant reorganization and expansion of Vocational Education that will occur over the next several years, the House or Senate Education Committees should do the following:
  - a. in the near term, request that the Department of Education compile and provide them with the following information:
    - i. a summary of the changes the Department plans to make to the State's Vocational Education program to conform to the new federal Carl Perkins Act of 2006
    - ii. a timetable and periodic updates on implementing the changes
    - iii. any available information on enrollment, expenditure, and outcome information for different types of Vocational Education programs
  - b. in the long term, consider amending State statute to require the Department to collect more detailed information about Vocational Education programs from school districts, and to periodically report such information to the Legislature. The types of information the Legislature may want collected to help it shape future Vocational Education funding policies could include detailed enrollment and direct expenditure data broken down by the new Vocational Education program areas or program clusters.

- c. use that information to help decide whether to amend the State's school finance formula to focus State Vocational Education funding on selected programs or establish different funding levels for different programs.

As part of that deliberation, these Committees may need to request an interim study of Vocational Education, once enough meaningful information is available regarding the changes school districts plan to make to their vocational programs.

### **FOR THE DEPARTMENT OF EDUCATION**

3. To ensure that all Vocational Education programs are consistently and thoroughly reviewed before they are approved for funding, the Department should do the following:
  - a. develop written guidelines for the staff in charge of approving programs that clearly identify when programs should be approved or disapproved.
  - b. establish a procedure to have management periodically review a sample of program decisions made by staff to ensure that those decisions are consistent and in accordance with the Department's guidelines.

## APPENDIX A

### Scope Statement

This appendix contains the scope statement approved by the 2010 Commission for this audit on November 13, 2006. The audit was requested by Representative Kathe Decker.

#### **K-12 Education: Reviewing the Cost of Vocational Education Programs**

Vocational education programs are designed to teach high school students about current or emerging occupations that don't require an advanced degree. School districts can offer vocational education programs in any of seven major areas: agriculture, business and computer technology, family and consumer science, health occupations, marketing, technology, and trade and industry.

In Kansas, school districts aren't required to offer vocational education programs, but if they do, the State has adopted a funding formula to help pay for approved programs. For 2005-06, the Department of Education approved 1,504 vocational education programs Statewide. More than 15,400 FTE students participated in these programs and school districts received almost \$32 million in State funding for vocational education.

Recently, some legislators have become concerned about the types of vocational classes and programs offered by school districts. Specifically, they are concerned that school districts offer a number of inexpensive classes that truly aren't for vocational education as a means of collecting State aid to pay for more expensive classes.

This school district performance audit would answer the following question:

- 1. What types of vocational education programs do school districts offer and how much do they cost?** To answer this question, we would select a sample of districts for our review. We would identify the types of vocational programs and classes each district offers, and compare them to State and Federal laws, regulations, and policies to determine if they qualify as vocational education. We would also review each district's accounting records to determine the direct cost of each of their vocational education programs over the last couple of years, and we would match these costs up with enrollment data to determine the direct cost per FTE student for each district's programs. Finally, we would use the district-level results to estimate the cost of each type of program Statewide.

**Estimated Resources: 4 staff (12-14 weeks)**

## **APPENDIX B**

### **Inventory of Vocational Education Enrollment and Programs by School District**

This appendix contains an inventory of the Vocational Education FTE enrollment, as well as the number and types of program areas offered at each of Kansas' 296 school districts for the 2006-07 school year. The information was compiled from data Department of Education officials provided to us.

**Appendix B**  
**Vocational Education Enrollment and Number of Programs by District**  
**2006-07 School Year**

District	Total Vocational FTE	Program Areas							Total Number of Programs
		Agriculture	Business & Computer Tech	Family & Cons Sciences	Health Science	Marketing	Technology	Trade & Industry	
101 - Erie	21.0	1	1	2	0	0	0	1	5
102 - Cimarron-Ensign	31.0	1	1	1	0	0	1	1	5
103 - Cheylin	8.2	1	0	1	0	0	0	1	3
105 - Rawlins County	10.2	1	0	0	0	0	0	1	2
106 - Western Plains	0.0	0	0	0	0	0	0	0	0
107 - Rock Hills	18.4	1	1	1	0	0	1	3	7
108 - Washington Co. Schools	14.6	1	1	0	0	0	0	0	2
109 - Republic County	10.8	1	1	0	0	0	1	0	3
200 - Greeley County	19.8	1	2	1	0	0	0	1	5
202 - Turner	111.0	0	1	0	0	1	0	4	6
203 - Piper	72.2	0	2	1	0	0	0	3	6
204 - Bonner Springs	53.6	0	1	1	0	0	1	1	4
205 - Bluestem	84.4	0	1	1	0	0	1	5	8
206 - Remington-Whitewater	7.2	0	0	1	0	0	1	0	2
207 - Ft. Leavenworth	0.0	0	0	0	0	0	0	0	0
208 - WaKeeney	11.2	1	1	1	0	0	0	0	3
209 - Moscow	1.6	0	0	0	0	0	1	0	1
210 - Hugoton	9.8	1	0	0	0	0	0	2	3
211 - Norton	16.8	1	0	0	0	0	1	2	4
212 - Northern Valley	0.8	1	0	0	0	0	0	0	1
213 - West Solomon	2.4	0	0	0	0	0	0	0	0
214 - Ulysses	59.2	1	1	1	0	0	0	3	6
215 - Lakin	6.4	0	0	0	0	0	1	4	5
216 - Deerfield	18.2	0	1	1	0	0	0	2	4
217 - Rolla	14.8	0	1	1	0	0	1	1	4
218 - Elkhart	17.6	1	1	1	1	0	1	0	5
219 - Minneola	0.4	0	0	0	0	0	0	0	0
220 - Ashland	5.8	0	0	0	0	0	1	2	3
223 - Barnes	32.4	2	2	2	0	0	1	2	9
224 - Clifton-Clyde	15.8	1	3	1	0	0	0	2	7
225 - Fowler	0.0	0	0	0	0	0	0	0	0
226 - Meade	12.8	0	1	0	0	0	0	2	3
227 - Jetmore	3.8	1	0	1	0	0	0	0	2
228 - Hanston	1.0	0	0	0	0	0	0	0	0
229 - Blue Valley	643.0	0	12	16	4	4	4	8	48
230 - Spring Hill	61.0	1	1	1	0	0	1	1	5
231 - Gardner-Edgerton	132.0	1	1	2	0	0	1	3	8
232 - DeSoto	142.4	0	2	2	0	0	2	2	8
233 - Olathe	837.6	1	11	17	1	0	6	8	44
234 - Ft. Scott	63.0	1	1	1	0	0	1	3	7
235 - Uniontown	28.2	1	0	1	0	0	1	1	4
237 - Smith Center	18.8	1	1	1	0	0	1	0	4
238 - West Smith Co.	6.6	1	0	1	0	0	0	0	2
239 - North Ottawa Co.	19.8	1	1	1	0	0	1	0	4
240 - Twin Valley	34.8	0	2	2	0	0	1	2	7

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**Vocational Education Enrollment and Number of Programs by District**  
**2006-07 School Year**

District	Total Vocational FTE	Program Areas							Total Number of Programs
		Agriculture	Business & Computer Tech	Family & Cons Sciences	Health Science	Marketing	Technology	Trade & Industry	
241 - Wallace	1.8	0	0	0	0	0	0	2	2
242 - Weskan	1.4	0	0	0	0	0	1	0	1
243 - Lebo-Waverly	37.6	1	2	1	0	0	0	0	4
244 - Burlington	33.4	1	0	1	0	0	2	0	4
245 - LeRoy-Gridley	0.0	0	0	0	0	0	0	0	0
246 - Northeast	24.2	0	0	2	0	0	0	1	3
247 - Cherokee	16.0	1	0	1	0	0	1	0	3
248 - Girard	43.4	1	1	1	0	0	0	2	5
249 - Frontenac	19.0	0	0	1	0	0	1	1	3
250 - Pittsburg	77.8	0	2	1	1	1	2	3	10
251 - North Lyon Co.	31.8	0	2	1	0	0	1	2	6
252 - Southern Lyon Co.	26.0	0	2	1	0	0	0	0	3
253 - Emporia	182.6	0	1	1	0	0	1	0	3
254 - Barber Co.	22.8	1	0	1	0	0	1	0	3
255 - South Barber Co.	7.8	1	0	0	0	0	0	2	3
256 - Marmaton Valley	31.4	1	1	1	0	0	0	2	5
257 - Iola	62.0	1	1	1	0	0	1	2	6
258 - Humboldt	27.4	1	1	1	0	0	1	0	4
259 - Wichita	1,779.0	0	24	45	2	10	12	18	111
260 - Derby	114.2	0	3	1	0	1	1	3	9
261 - Haysville	143.2	0	4	6	0	0	1	0	11
262 -Valley Center	40.8	0	1	1	0	1	1	1	5
263 - Mulvane	71.6	0	1	1	0	0	1	5	8
264 - Clearwater	43.4	0	1	0	0	0	1	0	2
265 - Goddard	30.4	0	0	2	0	0	1	0	3
266 - Maize	127.8	0	5	0	0	0	1	0	6
267 - Renwick	61.8	0	0	1	0	0	2	6	9
268 - Cheney	35.6	0	1	1	0	0	1	0	3
269 - Palco	9.0	1	1	0	0	0	0	0	2
270 - Plainville	25.6	1	2	1	0	0	1	2	7
271 - Stockton	9.8	1	0	1	0	0	1	0	3
272 - Waconda	10.6	1	1	1	0	0	1	0	4
273 - Beloit	33.8	1	1	1	0	0	0	2	5
274 - Oakley	16.8	1	1	1	0	0	0	1	4
275 - Triplains	0.0	0	0	0	0	0	0	0	0
279 - Jewell	11.4	1	1	1	0	0	1	0	4
281 - Hill City	25.8	1	1	1	0	0	0	1	4
282 - West Elk	34.4	1	1	1	0	0	1	2	6
283 - Elk Valley	11.6	1	1	1	0	0	1	0	4
284 - Chase County	36.4	0	1	0	0	0	2	0	3
285 - Cedar Vale	5.0	0	0	1	0	0	0	0	1
286 - Chautauqua	12.8	1	0	1	0	0	1	3	6
287 - West Franklin	41.8	1	2	2	0	0	2	2	9
288 - Central Heights	38.0	1	2	0	0	0	1	2	6
289 - Wellsville	30.2	0	1	0	0	0	1	2	4

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**2006-07 School Year**

District	Total Vocational FTE	Program Areas							Total Number of Programs
		Agriculture	Business & Computer Tech	Family & Cons Sciences	Health Science	Marketing	Technology	Trade & Industry	
290 - Ottawa	119.0	1	1	4	0	0	1	4	11
291 - Grinnell	6.2	0	1	1	0	0	1	0	3
292 - Grainfield	0.0	0	0	0	0	0	0	3	3
293 - Quinter	17.8	1	1	1	0	0	0	1	4
294 - Oberlin	20.2	1	1	1	0	0	1	1	5
297 - St. Francis	0.0	0	0	0	0	0	0	0	0
298 - Lincoln	10.8	0	1	0	0	0	1	1	3
299 - Sylvan Grove	3.8	0	0	0	0	0	1	1	2
300 - Commanche County	3.2	0	0	1	0	0	0	0	1
303 - Ness City	15.8	1	1	1	0	0	1	1	5
305 - Salina	184.4	1	7	6	2	1	1	3	21
306 - Southeast Saline	33.0	1	1	1	0	0	1	2	6
307 - Ell-Saline	33.4	1	1	0	0	0	1	1	4
308 - Hutchinson	253.6	0	2	3	0	1	1	8	15
309 - Nickerson	44.6	0	1	1	0	0	1	1	4
310 - Fairfield	1.0	0	0	0	0	0	0	0	0
311 - Pretty Prairie	17.6	0	1	1	0	0	1	2	5
312 - Haven	60.4	1	1	1	0	0	1	0	4
313 - Buhler	56.6	1	1	1	0	0	2	0	5
314 - Brewster	4.0	0	0	0	0	0	1	0	1
315 - Colby	62.6	1	1	3	1	1	1	4	12
316 - Golden Plains	4.0	0	0	0	0	0	0	1	1
320 - Wamego	77.8	1	1	3	0	0	1	2	8
321 - Kaw Valley	52.6	2	2	2	0	0	0	3	9
322 - Onaga	14.6	1	1	0	0	0	1	0	3
323 - Westmoreland	30.6	1	1	1	0	0	1	0	4
324 - Eastern Heights	0.2	0	0	1	0	0	1	1	3
325 - Phillipsburg	30.2	1	1	1	0	0	1	3	7
326 - Logan	4.0	0	1	0	0	0	0	0	1
327 - Ellsworth	32.4	1	1	1	0	0	1	0	4
328 - Lorraine	18.2	1	1	1	0	0	2	2	7
329 - Alma	36.2	1	1	1	0	0	1	2	6
330 - Wabaunsee East	41.6	1	1	1	0	0	1	1	5
331 - Kingman	37.0	1	2	2	0	0	0	3	8
332 - Cunningham	3.8	0	0	1	0	0	0	1	2
333 - Concordia	57.2	1	2	1	0	0	1	4	9
334 - Southern Cloud	11.0	2	2	0	0	0	2	0	6
335 - North Jackson	21.8	1	1	1	0	0	1	0	4
336 - Holton	61.6	1	1	1	0	0	1	0	4
337 - Mayetta	32.8	0	1	1	0	0	1	0	3
338 - Valley Falls	27.0	0	1	1	0	0	0	0	2
339 - Jefferson County	29.2	0	1	0	0	0	1	3	5
340 - Jefferson West	33.8	1	0	1	0	0	1	2	5
341 - Oskaloosa	29.2	0	1	2	0	0	1	1	5
342 - McLouth	35.4	0	1	1	0	0	0	2	4

**Appendix B  
Vocational Education Enrollment and Number of Programs by District  
2006-07 School Year**

District	Total Vocational FTE	Program Areas							Total Number of Programs
		Agriculture	Business & Computer Tech	Family & Cons Sciences	Health Science	Marketing	Technology	Trade & Industry	
343 - Perry	40.6	0	1	1	0	0	1	0	3
344 - Pleasanton	22.4	1	1	1	0	0	1	0	4
345 - Seaman	114.0	1	1	1	0	0	1	1	5
346 - Jayhawk	24.0	1	1	0	0	0	0	4	6
347 - Kinsely-Offerle	6.4	0	0	1	0	0	1	1	3
348 - Baldwin City	32.4	0	1	1	0	0	0	2	4
349 - Stafford	10.0	1	0	1	0	0	1	1	4
350 - St. John-Hudson	24.0	0	1	1	0	0	1	0	3
351 - Macksville	9.8	0	0	1	0	0	0	1	2
352 - Goodland	40.2	0	0	1	0	1	1	1	4
353 - Wellington	68.0	1	2	1	0	0	1	1	6
354 - Claflin	12.4	1	1	0	0	0	1	0	3
355 - Ellinwood	46.8	1	1	1	0	0	1	1	5
356 - Conway Springs	22.6	0	1	1	0	0	1	0	3
357 - Belle Plaine	42.4	0	1	1	0	0	1	4	7
358 - Oxford	11.6	1	1	1	0	0	0	0	3
359 - Argonia	4.8	0	0	0	0	0	0	2	2
360 - Caldwell	8.6	0	0	1	0	0	1	2	4
361 - Anthony-Harper	46.4	1	1	1	0	0	1	3	7
362 - Prairie View	35.8	1	1	1	0	0	0	0	3
363 - Holcomb	17.4	1	0	1	0	0	0	0	2
364 - Marysville	49.0	1	1	1	1	0	1	0	5
365 - Garnett	73.8	1	1	1	1	0	1	1	6
366 - Woodson	18.2	1	1	1	0	0	1	2	6
367 - Osawatomie	1.0	0	0	0	0	0	0	3	3
368 - Paola	81.4	1	1	1	0	0	1	1	5
369 - Burrton	9.2	0	1	1	0	0	1	2	5
371 - Montezuma	9.0	0	1	1	0	0	0	2	4
372 - Silver Lake	34.6	1	0	1	0	0	1	0	3
373 - Newton	135.6	1	1	2	0	1	1	5	11
374 - Sublette	0.0	0	0	0	0	0	0	0	0
375 - Circle	72.2	0	1	1	0	0	2	5	9
376 - Sterling	18.4	0	1	1	0	0	1	3	6
377 - Atchison County	22.8	1	1	0	0	0	0	3	5
378 - Riley County	35.0	1	1	1	0	0	1	2	6
379 - Clay Center	66.2	1	2	1	0	0	1	5	10
380 - Vermillion	47.4	2	2	3	2	0	1	0	10
381 - Spearville	18.2	0	1	0	0	0	1	1	3
382 - Pratt	45.4	0	1	1	0	0	1	4	7
383 - Manhattan	173.4	1	2	3	0	0	1	3	10
384 - Blue Valley	12.2	1	1	1	0	0	1	0	4
385 - Andover	79.0	0	2	2	0	0	3	4	11
386 - Madison-Virgil	6.0	0	0	0	0	0	0	1	1
387 - Altoona-Midway	14.8	1	0	1	0	0	1	1	4
388 - Ellis	22.6	1	0	1	0	0	1	0	3

**Appendix B  
Vocational Education Enrollment and Number of Programs by District  
2006-07 School Year**

District	Total Vocational FTE	Program Areas							Total Number of Programs
		Agriculture	Business & Computer Tech	Family & Cons Sciences	Health Science	Marketing	Technology	Trade & Industry	
389 - Eureka	31.0	1	1	1	0	0	1	1	5
390 - Hamilton	3.2	0	0	0	0	0	0	0	0
392 - Osborne	14.0	0	1	1	0	0	1	0	3
393 - Solomon	24.4	1	1	1	0	0	1	1	5
394 - Rose Hill	51.4	0	1	1	0	0	1	1	4
395 - LaCrosse	9.2	1	1	0	0	0	1	0	3
396 - Douglass	15.6	0	0	1	0	0	1	2	4
397 - Centre	17.0	2	1	0	0	0	0	0	3
398 - Peabody-Burns	28.8	1	1	1	0	0	0	0	3
399 - Paradise	3.4	1	0	0	0	0	1	0	2
400 - Smoky Valley	31.2	0	1	1	0	0	1	0	3
401 - Chase	6.6	0	0	1	0	0	1	1	3
402 - Augusta	109.2	0	1	1	0	0	1	3	6
403 - Otis-Bison	17.2	0	1	1	0	0	1	1	4
404 - Riverton	62.2	1	1	1	1	0	1	3	8
405 - Lyons	17.6	0	1	1	0	0	1	1	4
406 - Wathena	28.2	1	1	1	0	0	1	0	4
407 - Russell	17.0	1	0	0	0	0	2	0	3
408 - Marion	22.2	1	0	1	0	0	1	2	5
409 - Atchison	21.8	0	1	1	0	1	1	1	5
410 - Durham-Hills	42.6	1	1	1	0	0	2	0	5
411 - Goessel	17.0	1	1	1	0	0	1	1	5
412 - Hoxie	15.2	1	0	1	0	0	1	0	3
413 - Chanute	72.2	0	1	1	0	0	1	1	4
415 - Hiawatha	44.8	1	1	1	0	0	0	3	6
416 - Louisburg	67.6	1	2	1	0	1	2	2	9
417 - Morris County	36.0	1	1	1	0	0	1	0	4
418 - McPherson	96.0	1	2	1	0	1	1	3	9
419 - Canton-Galva	20.4	0	1	1	0	0	0	4	6
420 - Osage City	7.4	0	0	0	0	0	1	1	2
421 - Lyndon	23.0	0	2	1	0	0	1	2	6
422 - Greensburg	4.6	0	0	0	0	0	0	3	3
423 - Moundridge	10.4	1	1	0	0	0	0	0	2
424 - Mullinville	0.0	0	0	0	0	0	0	0	0
425 - Highland	12.2	1	2	1	0	0	0	0	4
426 - Pike Valley	13.6	1	1	1	0	0	0	2	5
428 - Great Bend	124.8	1	2	1	0	1	2	2	9
429 - Troy	6.6	1	0	0	0	0	0	0	1
430 - Brown County	29.2	1	1	1	0	0	1	0	4
431 - Hoisington	40.0	0	1	1	0	0	1	3	6
432 - Victoria	13.0	0	1	1	0	0	2	0	4
433 - Midway	10.6	0	0	0	0	0	0	0	0
434 - Santa Fe	65.4	0	1	1	0	0	1	0	3
435 - Abilene	85.2	1	2	1	0	0	1	2	7
436 - Caney	41.6	1	1	1	0	0	1	1	5

**Appendix B  
Vocational Education Enrollment and Number of Programs by District  
2006-07 School Year**

District	Total Vocational FTE	Program Areas							Total Number of Programs
		Agriculture	Business & Computer Tech	Family & Cons Sciences	Health Science	Marketing	Technology	Trade & Industry	
437 - Auburn Washburn	99.6	1	1	1	0	0	1	1	5
438 - Skyline	18.0	0	0	1	0	0	1	0	2
439 - Sedgwick	30.0	0	1	1	0	0	1	0	3
440 - Halstead	37.2	0	1	1	0	0	1	2	5
441 - Sabetha	25.2	1	1	1	0	0	1	1	5
442 - Nemaha Valley	44.0	0	1	1	1	0	1	2	6
443 - Dodge City	223.2	1	1	1	1	0	2	3	9
444 - Little River	8.0	0	1	0	0	0	1	2	4
445 - Coffeyville	96.8	0	2	2	1	0	1	0	6
446 - Independence	25.8	0	0	0	0	0	2	0	2
447 - Cherryvale	31.8	1	1	1	0	0	1	2	6
448 - Inman	20.4	1	1	1	0	0	1	0	4
449 - Easton	40.4	1	1	0	0	0	1	2	5
450 - Shawnee Heights	113.8	0	2	1	0	0	1	3	7
451 - B & B	14.2	0	1	1	0	0	1	0	3
452 - Stanton County	6.6	0	0	0	0	0	1	1	2
453 - Leavenworth	143.0	0	2	1	0	1	1	2	7
454 - Burlingame	17.6	1	1	0	0	0	1	0	3
456 - Marais Des Cygnes	29.0	1	1	1	0	0	0	0	3
457 - Garden City	216.0	1	4	4	1	0	1	3	14
458 - Basehor-Linwood	73.6	0	1	1	0	0	1	3	6
459 - Bucklin	0.0	0	0	0	0	0	0	0	0
460 - Hesston	29.8	0	1	1	0	0	2	0	4
461 - Neodesha	30.0	1	1	1	0	0	1	1	5
462 - Central	22.0	1	1	1	0	0	1	1	5
463 - Udall	21.0	1	1	1	0	0	1	0	4
464 - Tonganoxie	49.6	1	1	1	0	0	0	3	6
465 - Winfield	92.8	1	2	1	1	1	1	2	9
466 - Scott County	15.4	1	0	1	0	0	1	1	4
467 - Leoti	11.2	1	0	1	0	0	0	0	2
468 - Healy	2.8	0	0	0	0	0	1	0	1
469 - Lansing	32.4	0	1	1	0	0	1	1	4
470 - Arkansas City	137.4	2	1	2	1	0	1	2	9
471 - Dexter	0.0	0	0	0	0	0	0	0	0
473 - Chapman	57.0	1	1	1	0	0	1	3	7
474 - Haviland	0.0	0	0	0	0	0	0	0	0
475 - Junction City	22.8	0	0	1	0	0	1	3	5
476 - Copeland	4.8	0	0	0	0	0	0	0	0
477 - Ingalls	3.6	0	0	0	0	0	0	2	2
479 - Crest	18.6	1	1	1	0	0	1	0	4
480 - Liberal	80.6	0	1	1	0	0	1	0	3
481 - Rural Vista	41.6	1	2	2	0	0	2	3	10
482 - Dighton	5.0	0	0	0	0	0	0	0	0
483 - Kismet-Plains	3.6	1	0	1	0	0	0	0	2
484 - Fredonia	24.6	1	0	1	0	0	1	3	6

**Appendix B  
Vocational Education Enrollment and Number of Programs by District  
2006-07 School Year**

District	Total Vocational FTE	Program Areas							Total Number of Programs
		Agriculture	Business & Computer Tech	Family & Cons Sciences	Health Science	Marketing	Technology	Trade & Industry	
486 - Elwood	4.4	0	2	0	0	0	0	0	2
487 - Herington	21.6	0	1	1	0	0	1	4	7
488 - Axtell	5.4	2	0	2	0	0	1	0	5
489 - Hays	144.2	1	1	1	0	1	1	3	8
490 - El Dorado	46.4	0	1	0	0	0	1	2	4
491 - Eudora	87.4	1	2	2	1	0	1	4	11
492 - Flinthills	8.4	0	1	1	0	0	1	0	3
493 - Columbus	73.0	1	1	2	0	0	1	2	7
494 - Syracuse	7.6	0	0	1	0	0	0	2	3
495 - Ft. Larned	48.6	0	1	1	0	0	1	3	6
496 - Pawnee Heights	1.4	0	0	0	0	0	1	0	1
497 - Lawrence	261.2	2	4	2	0	2	2	6	18
498 - Valley Heights	15.8	1	1	1	1	0	1	0	5
499 - Galena	53.0	0	1	2	0	0	1	3	7
500 - Kansas City	615.2	0	4	5	4	4	5	10	32
501 - Topeka	242.4	0	3	6	0	0	3	9	21
502 - Lewis	2.6	0	0	0	0	0	0	0	0
503 - Parsons	78.4	0	1	2	1	0	1	6	11
504 - Oswego	17.2	0	1	1	0	0	0	0	2
505 - Chetopa - St. Paul	20.8	2	0	1	0	0	0	0	3
506 - Labette County	130.8	1	1	2	1	0	0	9	14
507 - Satanta	13.2	1	1	0	0	0	1	2	5
508 - Baxter Springs	49.4	0	1	1	0	0	1	2	5
509 - South Haven	17.0	1	1	1	0	0	1	2	6
511 - Attica	8.6	0	1	1	0	0	1	0	3
512 - Shawnee Mission	844.0	0	5	17	4	5	6	26	63
<b>State Total</b>	<b>15,753.2</b>	<b>163</b>	<b>319</b>	<b>369</b>	<b>35</b>	<b>41</b>	<b>260</b>	<b>468</b>	<b>1,655</b>
<b>% of State Total</b>	<b>--</b>	<b>10%</b>	<b>19%</b>	<b>22%</b>	<b>2%</b>	<b>2%</b>	<b>16%</b>	<b>28%</b>	<b>100%</b>

Source: LPA analysis of Department of Education data.

**APPENDIX C**  
**School District Sample**

This appendix lists the 30 school districts we randomly selected as our representative sample. These districts offered approved Vocational Education programs in the 2006-07 school year. We analyzed their Vocational Education information and projected the results to estimate Statewide Vocational Education enrollment and funding by the seven Vocational Education program areas.

<u>USD</u>	<u>District Name</u>	<u>USD</u>	<u>District Name</u>
203	Piper	329	Alma
205	Bluestem	337	Mayetta
229	Blue Valley	372	Silver Lake
233	Olathe	384	Blue Valley
250	Pittsburg	385	Andover
256	Marmaton Valley	430	Brown County
257	Iola	435	Abilene
259	Wichita	443	Dodge City
263	Mulvane	452	Stanton County
288	Central Heights	458	Basehor-Linwood
293	Quinter	484	Fredonia
294	Oberlin	489	Hays
305	Salina	491	Eudora
308	Hutchinson	500	Kansas City
322	Onaga	512	Shawnee Mission

Source: LPA selection of 30 sample school districts that offered approved Vocational Education programs in 2006-07

## APPENDIX D

### Independent Living and Basic Employment Vocational Education Classes

This appendix lists the Vocational Education classes from our sample of 30 school districts that we categorized as "independent living skills" (classes that help students transition into adulthood), and "basic employment skills" (those that can help students prepare for numerous occupations). The independent living skills classes are organized into five sub-categories such as financial management or parenting.

#### INDEPENDENT LIVING SKILLS CLASSES

##### Independent Living

- Adult Living
- Adult Roles & Responsibilities
- Consumer Life Management
- Consumer Resource Management
- Graduation, Reality, And Dual Role Skills
- Independent/Adult Living
- Independent Living
- Life Planning
- Living on Your Own
- Personal Decisions

##### Health (a)

- Family Foods
- Food Science
- Foods/Nutrition
- Health & Wellness
- Nutrition & Wellness
- Nutrition, Food, & You
- Personal & Family Wellness
- Wellness & Nutrition

##### Financial Management

- Money Matters
- Personal Finance Management
- Personal Finance
- Take Charge of Your Finances

##### Parenting (a)

- Caring for Children - Parenting
- Child Development
- Parenting
- Parent & Child Development
- Parenting & Childcare
- Teen Parenting
- Teens As Parents

##### Social Interaction

- Family Relations
- Family Science
- Interpersonal & Family Relationships
- Married Life
- Personal & Family Relations
- Personal Relationships

#### BASIC EMPLOYMENT SKILLS CLASSES

- Balancing Career & Family
- Balancing Work & Family
- Careers
- Career/Family Issues
- Career & Life Management
- Career & Life Planning

- Career Exploration
- Career Focus
- Career, Personal, & Life Planning
- Personal & Career Development
- Word Processing
- Work & Family

(a) Some of the classes in this sub-category may have been counted as "occupational skills" in other districts, if those districts had associated classes that established a career track.

Source: LPA analysis of Department of Education data.

## **APPENDIX E**

### **Agency Response**

On July 17, 2007, we provided copies of the draft to the Department of Education. Its response is included in this appendix.

In its response to our recommendations to collect and report detailed enrollment and expenditure information on Vocational Education programs, the Department indicated it would collect the information required by State and federal laws, but didn't directly indicate whether it would require districts to submit the more detailed information called for in the recommendation.

In a follow-up call, Department officials stated that requesting such detailed data represented a major policy change, and would require a significant amount of work on the part of school districts. Because districts likely would resist such a request, officials indicated that if legislators want this kind of detailed data, they should change the statutes and make it a requirement.

Based on the Department's concerns, we've made a couple of changes to our recommendations. We removed the recommendation that the Department require school districts to report more detailed enrollment and expenditure information for Vocational Education programs, and replaced it with a similar recommendation for the Legislature to consider.



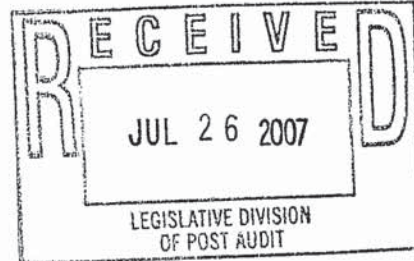
## Division of Fiscal and Administrative Services

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July 25, 2007

Mrs. Barbara J. Hinton  
Legislative Post Auditor  
Legislative Division of Post Audit  
800 S. W. Jackson Street, Suite 1200  
Topeka, Kansas 66612-2212



Dear Ms. Hinton:

Thank you for the opportunity to respond to your performance audit, *Reviewing the Cost of Vocational Education Programs*. Listed below are the recommendations applicable to the State Department of Education and our responses.

Due to recent federal legislation (Carl D. Perkins), Kansas Career and Technical Education is operating in a transition year prior to adopting a five-year state plan. The State Department of Education is charged, in collaboration with the State Board of Regents, to develop a five-year plan that will meet the requirements set forth by the federal legislation.

**RECOMMENDATION:** The State Department of Education should develop written guidelines for the staff in charge of approving programs that clearly identify when programs should be approved or disapproved.

**RESPONSE:** The State Department of Education is realigning its programs to meet the future needs of education, employment, and the economy. During this transition, written guidelines will be developed to assist staff in the program approval process.

**RECOMMENDATION:** The State Department of Education should establish a procedure to have management periodically review a sample of program decisions made by staff to ensure that those decisions are consistent and in accordance with the Department's guidelines.

**RESPONSE:** Once Department guidelines are developed, a procedure will be implemented to periodically review the program approval process and guidelines for consistency.

**RECOMMENDATION:** The State Department of Education should require districts to collect and report more detailed enrollment and direct expenditure data broken down by the new vocational education career fields or program clusters.

**RESPONSE:** State Department of Education staff will work to provide detailed enrollment and expenditure data in accordance with state and federal laws.

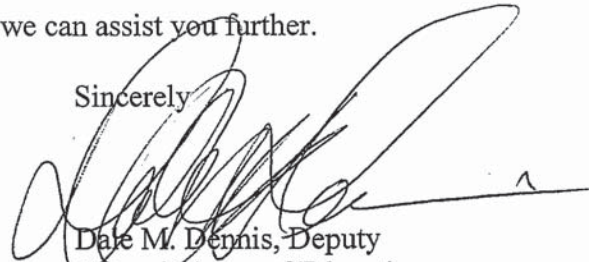
Mrs. Barbara J. Hinton  
Page 2  
July 25, 2007

**RECOMMENDATION:** The State Department of Education should periodically report such program-specific enrollment and expenditure information to the Legislature for consideration in shaping future funding policies regarding the state's vocational education program.

**RESPONSE:** State Department of Education staff will work to fulfill legislative requirements and to provide the Legislature with information available under state and federal laws.

Please feel free to contact this office if we can assist you further.

Sincerely

A handwritten signature in black ink, appearing to read "Dale M. Dennis", with a long horizontal line extending to the right.

Dale M. Dennis, Deputy  
Commissioner of Education

DMD:tjm