

STORAGE NAME: h1195s1.edk

DATE: March 31, 2000

**HOUSE OF REPRESENTATIVES
AS REVISED BY THE COMMITTEE ON
EDUCATION K-12
ANALYSIS**

BILL #: CS/HB 1195 (PCB ED 00-04)

RELATING TO: Dual Enrollment

SPONSOR(S): Committee on Education K-12, Committee on Education Appropriations, and Representative Wise

TIED BILL(S): None.

ORIGINATING COMMITTEE(S)/COMMITTEE(S) OF REFERENCE:

- (1) EDUCATION APPROPRIATIONS YEAS 12 NAYS 0
 - (2) EDUCATION K-12 YEAS 10 NAYS 0
 - (3)
 - (4)
 - (5)
-

I. SUMMARY:

CS/HB 1195 strengthens dual enrollment as an acceleration option for secondary students by removing the following barriers to student participation in the dual enrollment program:

1. Guarantees the validity and comparability of dual enrollment credit at the secondary school for graduation purposes through efforts of the Articulation Coordinating Committee.
2. Minimizes the number of credits required for high school graduation so that the dually enrolled student may accelerate to the postsecondary level.
3. Allows students to take dual enrollment courses during the summer.
4. Requires school districts to provide full disclosure to students and parents of the dual enrollment program as an educational opportunity as delineated in the local articulation agreement between school districts and community colleges.

The committee substitute authorizes an appropriation to community colleges for the payment of matriculation, registration, and laboratory fees for dually enrolled students subject to the General Appropriations Act. The committee substitute may reduce public school costs because additional students will dual enroll at the community colleges and will graduate early. In addition, the committee substitute could potentially reduce secondary school facilities construction needs and the cost of the Bright Futures Scholarship program. The committee substitute will also allow additional students to earn credit at the postsecondary level without paying for matriculation and registration fees, or books.

The effective date of the committee substitute is July 1, 2000.

II. SUBSTANTIVE ANALYSIS:

A. DOES THE BILL SUPPORT THE FOLLOWING PRINCIPLES:

- | | | | |
|-----------------------------------|---|-----------------------------|---|
| 1. <u>Less Government</u> | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| 2. <u>Lower Taxes</u> | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 3. <u>Individual Freedom</u> | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| 4. <u>Personal Responsibility</u> | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 5. <u>Family Empowerment</u> | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

For any principle that received a "no" above, please explain:

B. PRESENT SITUATION:

Dual enrollment is authorized by s. 240.116, F. S., as an acceleration mechanism which allows high school students to earn secondary and postsecondary credit while satisfying high school graduation requirements. Students who are enrolled in dual enrollment courses may take courses during or after secondary school hours or during the summer.

Academic dual enrollment candidates must demonstrate college readiness by passing the common placement examination and must have an unweighted 3.0 GPA unless otherwise exempted under the interinstitutional articulation agreement between the community college and the school district. The Department of Education is required to achieve comparability across school districts of both student and teacher qualifications for dual enrollment programs. Early admission is essentially the name for full-time dual enrollment; early admission students must first complete six semesters of secondary school study before they are eligible. Home education students may also participate in dual enrollment programs.

Superintendents of schools and community college presidents are responsible for the development and implementation of interinstitutional articulation agreements to include dual enrollment for each school district and service area. Universities are encouraged to participate in the development of the agreement which affects their service area. The agreement must, at a minimum, address: a delineation of courses and programs; eligibility criteria; student screening and performance; program quality; cost; student transportation; and the conversion of college course credit hours to high school credit. Dual enrollment courses must be incorporated into the district's pupil progression plan. Dual enrollment programs and courses may be added to or deleted from the agreement at any time with the concurrence of the superintendent and the president. The Department of Education approves dual enrollment courses contained in the common course designation and numbering system.

Dually enrolled students do not pay tuition or fees to the postsecondary institution which awards the college credit (and generally provides the instruction, although local arrangements vary). With regard to state funding for dual enrollment, formerly, community colleges reported dually enrolled students as FTE for funding. However, in recent years, the state has not provided FTE-based funding for community colleges, and therefore has

not specifically addressed any workload changes in community college dual enrollment. School districts receive basic program funding through the FEFP for dually enrolled students based on FTE reported for both academic and vocational dually enrolled students (roughly \$3,600 per FTE student). Expenditures for the dual enrollment program are dependent on the terms of the articulation agreement between the secondary and postsecondary institution. School districts are required to purchase the dually enrolled student's instructional materials.

Bonus funds are provided to districts whose Advanced Placement (AP) and International Baccalaureate (IB) students achieve minimum scores on program exams, and, in addition, extra funds are provided if a student earns an IB diploma. AP and IB, which are high school programs, compete with dual enrollment for students and may not necessarily be in the best interest of some students. With the advent of the Supplemental Academic Instruction program, which emphasizes K-12 remediation, a number of school districts have reduced funds for "work-ahead" programs which include dual enrollment.

Dual enrollment as an acceleration mechanism is more effective at the postsecondary level than at the secondary level. High school graduation requires a minimum of 24 credits in selected subject areas; however, many school districts require greater than the minimum number for graduation. Many districts discourage early graduation.

There may be some inequities with the equivalency of credit granted toward a high school diploma for some dual enrollment courses which carry college credit. For example, a student who completes a college algebra course in the dual enrollment program may not have satisfied a full high school credit at the secondary institution. Section 232.2462, Florida Statutes, indicates that six dual enrollment credit hours are equal to one high school credit.

The greatest rate of student growth in the K-12 system is at the high school level. High schools are generally more expensive to build than elementary and middle schools. Many high schools in the state are very large and overcrowded. Community colleges, on the other hand, generally have surplus capacity to serve more students.

C. EFFECT OF PROPOSED CHANGES:

This committee substitute establishes dual enrollment as a true acceleration option for secondary students by:

1. Requiring the Articulation Coordinating Committee to identify and recommend to the State Board of Education the postsecondary courses which satisfy dual enrollment credit requirements for high school graduation (including home education).
2. Requiring the Articulation Coordinating Committee to establish the equivalency of credit between postsecondary dual enrollment courses and comparable secondary courses (including home education). Such equivalencies must be determined solely on comparable course content and not on seat-time.
3. Requiring the Articulation Coordinating Committee to review the district articulation agreements and certify the postsecondary courses that meet district graduation requirements.
4. Requiring that approved dual enrollment courses satisfy high school graduation requirements.

5. Indicating that students who earn dual enrollment credit must not be required to earn in excess of the 24 credits required for high school graduation.
6. Emphasizing that dually enrolled students do not have to pay tuition and that community colleges will be reimbursed for dually enrolled students subject to the General Appropriations Act. (This disqualifies postsecondary institutions from receiving tuition reimbursement if they are dual enrollment charter schools and already receive FEFP funds).
7. Requiring school districts and community colleges to delineate the dual enrollment opportunity, courses, credits, and process to parents and students through the articulation agreement.
8. Requiring the school districts to communicate to students and parents the dual enrollment educational option and to allow a student who is eligible to participate, even in the summer, when no FTE can be earned.
9. Requiring school districts to annually assess the demand for dual enrollment and other advanced courses and consider strategies and programs to meet that demand.
10. Requiring the Articulation Coordinating Committee to develop a statement on transfer guarantees to inform students, prior to enrollment, of the potential for the dual enrollment course to articulate as an elective or a general education course into a postsecondary certificate or degree program.
11. Allowing community colleges to screen dual enrollment applicants beyond the GPA and common placement exam criteria for eligibility.
12. Removing the six semester high school completion requirement for eligibility in the early admission program.
13. Requiring the Department of Education to provide resources for the Articulation Coordinating Committee relative to the requirements of this committee substitute.

Essentially, the above provisions remove barriers to student participation in the dual enrollment program by: guaranteeing the validity and comparability of dual enrollment credit at the secondary school for graduation purposes; minimizing the number of credits required for high school graduation so that the student may accelerate to the postsecondary level; allowing students to take dual enrollment courses during the summer; and requiring full disclosure to students and parents of dual enrollment as an educational opportunity.

The committee substitute provides rule-making authority to the State Board of Education and reduces the number of hours required for a high school credit from 150 hours to 135 hours. This reduction will accommodate schools that utilize block scheduling.

In addition, the strengthened dual enrollment program will maximize the use of public education resources by:

1. Reducing pressure on secondary facilities construction by allowing qualified students to earn required high school credits in community colleges, and allowing qualified students to graduate from high school early.

2. Potentially reducing the cost of the Florida Bright Futures Scholarship Program, because potential scholarship recipients who have taken advantage of dual enrollment can satisfy some of their college graduation requirements while they are still in high school. This reduces the number of credits that may need to be funded under the scholarship program.

In addition, an effective dual enrollment program is an especially important option for financially challenged individuals, because it allows them to earn credit without paying for tuition, fees, or books.

D. SECTION-BY-SECTION ANALYSIS:

Section 1: Amends s. 229.551, F.S., to clarify the duties of the Commissioner of Education regarding the common course designation and numbering system; revises Articulation Coordinating Committee (ACC) to include members from public or nonpublic educational institutions; requires ACC to identify the number of college semester credit hours necessary to equal high school graduation requirements, and to recommend to the State Board of Education those college courses which satisfy high school graduation requirements.

Section 2: Amends s. 232.246, F.S., to require that credits for equivalent dual enrollment courses apply toward high school graduation; exempts dually enrolled high school students from any increased graduation requirements; and removes obsolete funding provision.

Section 3: Amends s. 232.2462, F.S., to revise the number of hours that equal one high school credit from 150 hours to 135 hours and to require the ACC to determine the number of college credit hours earned through dual enrollment that will be delineated in a district's interinstitutional articulation agreement as equal to one full-time high school credit hour for graduation purposes.

Section 4: Amends s. 236.081, F.S., to eliminate FTE funding for school districts' dually enrolled students when such instruction is outside the regular school day/year; and removes obsolete cross reference.

Section 5: Amends s. 240.116, F.S., to clarify intent of acceleration programs; clarifies that dual enrollment students are exempt from payment of college registration, matriculation and laboratory fees; provides reimbursement of the registration, matriculation, and laboratory fees for dually enrolled students to participating postsecondary institutions under the General Appropriations Act if the institution is not earning FTE funds from the FEFP as a charter school; requires school districts to permit dual enrollment of eligible students; clarifies that dual enrollment instructional time may exceed 900 hours, but that school districts may only report dually enrolled students for a maximum of 1.0 FTE; authorizes community colleges to adopt additional admissions criteria for dual enrollment students if included in the district's interinstitutional articulation agreement; requires school districts to provide information about dual enrollment to students; eliminates requisite for completion of six full-time high school semesters before eligibility for early admission; clarifies that dual enrollment credits apply toward completion of home education programs; and authorizes the State Board of Education to adopt rules to implement these provisions.

Section 6: Amends s. 240.1161, F.S., to require districts' superintendents of schools and community college presidents to jointly develop and implement an articulated acceleration program for students in the district; requires district articulation agreements to include certain additional dual enrollment provisions; requires ACC to review articulation agreements and certify common college course codes which meet each district's high school graduation requirements; requires the Department of Education to provide the ACC with staff support and resources; and authorizes the State Board of Education to adopt rules to implement these provisions.

Section 7: Provides an effective date of July 1, 2000.

III. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

- a. The committee substitute authorizes an appropriation to community colleges for registration, matriculation and laboratory fees for dual enrollment students, subject to inclusion in the General Appropriations Act (GAA). Based on credit hours for current dually enrolled students at an average tuition of \$34.26 per hour, this appropriation would be estimated at \$6.5 million if provided in the GAA. This estimate would not include funds for additional students participating in dual enrollment as a result of this legislation.
- b. It is not possible to estimate the funds needed by school districts to implement this legislation. However, if greater numbers of students graduate early then less FEFP funding will be provided.
- c. The Department of Education is required by the committee substitute to staff and provide resources to the Articulation Coordinating Committee to carry out its dual enrollment responsibilities. To the degree that the committee's workload increases then the cost will increase.
- d. The committee substitute could reduce the cost of the Florida Bright Futures Scholarship Program, because potential scholarship recipients who have taken advantage of dual enrollment can satisfy some of their college graduation requirements while they are still in high school. This reduces the number of credit hours that may be needed to be funded under the scholarship program.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

- a. The committee substitute authorizes an appropriation from the state to community colleges for registration, matriculation and laboratory fees for dual enrollment students, subject to inclusion in the General Appropriations Act (GAA). Based on credit hours for current dually enrolled students at the standard rate of \$34.26 per hour, such an appropriation would be estimated at \$6.5 million if provided in the GAA. This estimate would not include funds for additional students participating in dual enrollment as a result of this legislation.
- b. For public schools, if greater numbers of students graduate early as a result of increased acceleration through dual enrollment, then less FEFP funding will be provided.

2. Expenditures:

- a. Expenditures by community colleges would increase only for additional students served as a result of the opportunities created by this committee substitute.
- b. Expenditures for school districts should decrease as a result of this committee substitute because of the additional students who will take advantage of the dual enrollment option and be served by the community colleges. In addition, there will be less expense associated with secondary school facilities construction as students take additional dual enrollment courses at the community college and graduate early. (See D. FISCAL COMMENTS).

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

Additional students will be able to take advantage of the dual enrollment program which will allow them to earn postsecondary credit without paying for tuition, fees, or books.

D. FISCAL COMMENTS:

Expenditure levels for both school districts and community colleges are dependent on the terms of the local articulation agreement. Expenditures may have little relationship with revenues provided for dual enrollment.

IV. CONSEQUENCES OF ARTICLE VII, SECTION 18 OF THE FLORIDA CONSTITUTION:

A. APPLICABILITY OF THE MANDATES PROVISION:

This committee substitute does not require counties or municipalities to spend funds or take action requiring the expenditure of funds.

B. REDUCTION OF REVENUE RAISING AUTHORITY:

This committee substitute does not reduce the authority that counties or municipalities have to raise revenues in the aggregate.

C. REDUCTION OF STATE TAX SHARED WITH COUNTIES AND MUNICIPALITIES:

The committee substitute does not reduce the percentage of a state tax shared with counties or municipalities.

V. COMMENTS:

A. CONSTITUTIONAL ISSUES:

None.

B. RULE-MAKING AUTHORITY:

The committee substitute authorizes the State Board of Education to adopt rules to implement ss. 240.116 and 240.1161, F.S., pursuant to ss. 120.536(1) and 120.54, F.S.

C. OTHER COMMENTS:

None.

VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

On February 10, 2000, PCB ED 00-04 passed the Committee on Education Appropriations unanimously with one amendment which disqualifies postsecondary institutions that already earn FEFP funds as dual enrollment charter schools from also receiving tuition reimbursement for dually enrolled students.

On March 27, 2000, the Committee on Education K-12 adopted several amendments to the bill and made the bill into a committee substitute. The committee substitute differs from the original bill in the following ways:

- ▶ incorporates technical changes to include omitted statutory language and clarify which fees are subject to community college reimbursement;
- ▶ reduces the number of "seat" hours required for high school credit from 150 hours to 135 hours to accommodate schools that operate under block scheduling where such courses require only 135 hours for credit;
- ▶ requires the Articulation Coordinating Committee to develop an informative statement on the transfer of credits to inform students of the outcomes of their dual enrollment decisions prior to enrollment;
- ▶ clarifies that course equivalencies are based on course content and not seat-time;
- ▶ prohibits community colleges from setting arbitrary criteria to bar students from participation in dual enrollment and prohibits school districts from refusing to enter into dual enrollment agreements if the community college has the capacity to offer dual enrollment; and

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- requires school districts to estimate and plan for the demand for student participation in dual enrollment courses.

VII. SIGNATURES:

COMMITTEE ON EDUCATION APPROPRIATIONS:

Prepared by:

Staff Director:

MARK ARMSTRONG

JOHN NEWMAN

AS REVISED BY THE COMMITTEE ON EDUCATION K-12:

Prepared by:

Staff Director:

Raylene H. Strickler

Patricia W. Levesque