

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 579 CS International Certificate of Education Programs
SPONSOR(S): Proctor and others
TIED BILLS: **IDEN./SIM. BILLS:** CS/SB 664

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR
1) Choice & Innovation Committee	6 Y, 0 N, w/CS	Aldis	Aldis
2) Education Appropriations Committee			
3) Education Council			
4) _____	_____	_____	_____
5) _____	_____	_____	_____

SUMMARY ANALYSIS

The CS relates to acceleration mechanisms including Advanced International Certificates of Education (AICE), International General Certificates of Secondary Education (pre-AICE), and dual enrollment.

Both Advanced International Certificates of Education (AICE) and International General Certificates of Secondary Education (pre-AICE) are programs administered by Cambridge International Examinations, a part of the University of Cambridge. Dual enrollment is the enrollment of an eligible secondary student or home education student in a postsecondary course creditable toward a career certificate or an associate or baccalaureate degree. The CS:

- Recognizes the AICE and pre-AICE programs as acceleration mechanisms and updates the necessary statutory references
- Modifies Bright Futures Scholarship eligibility to treat AICE and pre-AICE courses similarly to IB and pre-IB courses
- Establishes the pre-AICE program by providing funding in the FEFP
- Addresses the instruction time required to generate funding in dual enrollment classes
- Clarifies that an independent college or university does not need to use the statewide course numbering system to participate in dual enrollment

The funding provisions established in this CS modify the FEFP to provide for an additional full-time equivalent membership for students who achieve the requisite score on a pre-AICE subject examination or for students who receive an International Certificate of Education diploma by achieving the requisite score on seven pre-AICE examinations. The cost estimates for this increase to the FEFP are:

<u>2004-2005</u>	<u>2005-2006</u>	<u>2006-2007</u>	<u>2007-2008</u>
\$ -0-	\$51,090	\$416,337	\$555,522

Other possible sources of increased costs are identified in the FISCAL COMMENTS section of this analysis.

This act shall take effect July 1, 2005.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. HOUSE PRINCIPLES ANALYSIS:

Provide limited government--The CS provides financial support within the Florida Education Finance Program for the International General Certificate of Secondary Education.

Safeguard individual liberty--The CS strengthens articulation mechanisms which may increase the options available to students.

B. EFFECT OF PROPOSED CHANGES:

HISTORY OF AICE AND PRE-AICE

The Advanced International Certificate of Education (AICE) and International General Certificate of Secondary Education (pre-AICE) are educational curricula designed by Cambridge International Examinations (CIE), a part of the University of Cambridge. Schools and colleges around the world have been using examinations from Cambridge for over 100 years.¹

The pre-AICE and AICE programs are designed for grades 9 and 10 and grades 11 and 12, respectively, and provide rigorous, college preparatory curricula. The curricula contain standardized examinations that must be sent away to be graded by the CIE office.² Students who pass the AICE examinations (but not pre-AICE) earn college credit³ and may earn an AICE diploma if six credits are obtained in the requisite subject areas.

The Florida Legislature started a 3-year pilot program for AICE programs in 1997.⁴ At the same time, the Legislature requested the DOE to perform an "evaluation report and recommendations regarding the comparability of the Advanced International Certificate of Education Program to the International Baccalaureate Program."⁵

The report found that "both IB and AICE offer well-balanced curricula, high academic standards, practical real-world applications, and international perspectives." In addition, the report recommended that the "AICE program be given recognition and treatment equal to that given the IB program." In the 2002 School Code Rewrite some of these recommendations were taken, AICE programs were identified as articulated acceleration mechanisms⁶ and funded in the Florida Education Finance Program (FEFP).⁷

PROGRAM RECOGNITION

A large portion of this CS is focused on including AICE and pre-AICE in provisions in the Florida Statutes where Advanced Placement (AP), International Baccalaureate (IB), and pre-International Baccalaureate (pre-IB) programs are discussed or referenced. Some of the lists where AICE or pre-AICE programs are added include:

¹ "A Guide to IGCSE" a publication of the University of Cambridge Local Examinations Syndicate, 1999

² CIE administers over one million examinations in over 150 countries each year. "A Guide to IGCSE."

³ The Articulation Coordinating Committee of the Department of Education established credit-by-exam equivalents for AICE classes on 8/26/03.

⁴ Chapter 97-246, *Laws of Florida*.

⁵ The report, with included recommendations, was performed by Assessment and Evaluation Educational Services Program and led by FJ King, Ph.D.

⁶ AICE was designated an articulated acceleration mechanism and placed in s. 1007.27(9), F.S., by s. 356 of Chapter 2002-387, *Laws of Florida*.

⁷ AICE was funded through the Florida Education Finance Program as described in s. 1011.62(1)(m), F.S., by s. 655 of Chapter 2002-387, *Laws of Florida*.

- Public school choice options available to parents pursuant to s. 1002.20(6)(a), F.S.
- Rigorous academic programs to be included in a parent guide pursuant to s. 1002.23(2), F.S.
- Acceleration mechanisms that postsecondary education institutions should collaborate on providing articulated programs for pursuant to s. 1007.22(2), F.S.
- Advanced fine arts courses that students denied admission to a state university may request to have included in a recalculation of the high school grade point average for admission purposes pursuant to s. 1007.261(10), F.S.

The addition of AICE and pre-AICE programs to these lists gives recognition to and places the programs on an equal footing with other acceleration mechanisms. The changes also serve to increase student choice options and make parents aware of those options.

BRIGHT FUTURES

This CS alters the general eligibility requirements for Bright Futures Scholarships and specific eligibility requirements for the Florida Academic Scholars and Medallion Scholars awards.

In the general eligibility requirements set out in s. 1009.531, F.S., AICE and pre-AICE courses are added to the list of classes that are currently weighted for purposes of calculating the required grade point average (GPA).⁸ This is not a change from current policy as DOE already weights AICE and pre-AICE courses pursuant to s. 1009.531(3), F.S., because they contain rigorous academic curriculum and performance standards.

The Florida Academic Scholars and Medallion Scholars award requirements are also amended to consider student participation in the AICE program. To qualify for the Academic Scholars award, a student must normally meet the Bright Futures Scholarship's general eligibility requirements, achieve a 3.5 GPA and attain the required score on the SAT or ACT, and complete a program of at least 75 hours of community service work. This CS will allow a student participating in the AICE program to qualify for the Academic Scholars award if the following requirements are met:

- Meets the Bright Futures Scholarship's general eligibility requirements; and
- Completes the AICE curriculum and attains the required ACT or SAT score; or
- Receives the AICE diploma from the University of Cambridge International Examinations Office.

To qualify for the Medallion Scholars award, a student must normally meet the Bright Futures Scholarship's general eligibility requirements, achieve a 3.0 GPA, and attain the required score on the SAT or ACT. The Medallion Scholars award does not require completion of community service work. This CS will allow a student participating in the AICE program to qualify for the Medallion Scholars award if the following requirements are met:

- Meets the Bright Futures Scholarship's general eligibility requirements; and
- Completes the AICE curriculum and attains the required score on the SAT or ACT.

The changes the CS makes to the Academic Scholars and Medallion Scholars awards are an attempt to acknowledge that students in a challenging curriculum may not attain the required GPA. By allowing some flexibility in scholarship requirements students are not discouraged from taking the most rigorous courses available. Identical provisions already apply to students in IB programs.

There is no fiscal impact as a result of the change in the statute section specifying how Bright Futures grade point averages are calculated because, as stated earlier, the DOE already weights AICE and pre-AICE courses for this purpose. The fiscal impact of the changes to the Academic Scholars and Medallion Scholars awards is discussed in the FISCAL COMMENTS section of this analysis.

⁸ The courses currently specified include AP, IB, and pre-IB.

PRE-AICE ESTABLISHMENT

The pre-AICE program is designed for grades 9 and 10. It is a college preparatory curriculum with standardized examinations. Students do not earn college credit for pre-AICE courses; however, students that pass seven examinations receive an International Certificate of Education. Because of the curriculum and practice taking standardized examinations, participation in the pre-AICE program may affect a student's likelihood of success in AICE, AP, or IB courses. Currently, pre-AICE programs are not discussed or referred to in the Florida Statutes. This CS does the following to establish pre-AICE programs:

- Adds pre-AICE programs to lists of programs that provide intense study or acceleration
- Waives fees for administration of the examinations for students taking pre-AICE courses
- Provides funding for school districts under the Florida Education Finance Program (FEFP) for each student that achieves the requisite score on a pre-AICE examination and for each student that receives an International Certificate of Education

The inclusion of the pre-AICE program among the list of articulated acceleration mechanisms is consistent with s. 1007.27, F.S.⁹ Pre-AICE programs appear to increase the curricula options available and to offer an in-depth course of study.

By waiving the examination fee for students taking pre-AICE courses, the CS is consistent with the treatment of other articulated acceleration mechanisms under s. 1007.27, F.S., including AP, IB, and AICE examinations. The waiver of the fee removes any cost barrier to students and may encourage more students to take the examinations.¹⁰ The cost of the test will be borne by the school district, but each school district will receive an increased allocation under the FEFP for each student who achieves the requisite test score.

A complete analysis of how pre-AICE programs will be funded under the FEFP and the fiscal implications can be found in the FISCAL ANALYSIS portion of this analysis. By providing funding for pre-AICE programs under the FEFP, this CS attempts to encourage school districts to offer the program. To maximize student achievement the CS only funds school districts for those students who are successful on the standardized examination offered at the conclusion of the course. This is consistent with the funding of other programs like AP, IB, and AICE.

DUAL ENROLLMENT

A dual enrollment class is an acceleration mechanism that allows a secondary student to earn credit toward high school completion and a career certificate, associate degree, or baccalaureate degree at the same time. The class may be taken at any number of locations including a technical center, community college, or state university. A difficulty sometimes arises because of the difference in instructional hours required to generate funding (an FTE) in the different educational programs. For example, a public school student to generate an FTE is required to have a 180 day, 900 contact hour curricula. This usually translates to 75 hours of instruction for one-half high school credit toward graduation. Community colleges count FTE on the basis of credits earned with 40 credit hours equaling an FTE. The result is a 35 hour difference in seat time requirements between a public school student taking a dual enrollment course at a community college and the community college student sitting next to him in the same class and learning the same material. The PCB addresses this situation by establishing that a semester of instruction that results in both high school and postsecondary credit shall be reported by school districts as 75 membership hours.

⁹ Section 1007.27, F.S., states an articulated acceleration mechanism should "...serve to shorten the time necessary for a student to complete the requirements associated with the conference of a high school diploma and a postsecondary degree, broaden the scope of curricular options available to students, or increase the depth of study available for a particular subject."

¹⁰ The current cost of the examination is \$43.31 per subject.

The CS also addresses another issue dealing with dual enrollment. Section 1011.62(1)(i), F.S., allows independent colleges and universities that meet specific criteria to participate in dual enrollment.¹¹ It does not explicitly require independent colleges and universities to use the statewide course numbering system as one of the criteria for participation in dual enrollment. However, s. 1007.271, F.S., does require the Department of Education to approve any course for inclusion in the dual enrollment program that is contained within the statewide course numbering system. The question has arisen as the result of these sections whether a course must be in the statewide course numbering system to count as dual enrollment. The CS specifically states that participation in the statewide course numbering system is not a requirement for inclusion in dual enrollment programs.

C. SECTION DIRECTORY:

Section 1: Amends s. 1002.20, F.S.; adds pre-AICE and AICE programs to list of public school choice options.

Section 2: Amends s. 1002.23, F.S.; includes pre-AICE and AICE programs in parent guide detailing rigorous academic programs available to students.

Section 3: Amends s. 1007.22, F.S.; adds AICE programs to acceleration mechanisms requiring postsecondary institution collaboration.

Section 4: Amends s. 1007.261, F.S.; revises list of classes designated as advanced level fine arts classes to include pre-AICE and AICE classes.

Section 5: Amends s. 1007.27, F.S.; provides students enrolled in a pre-AICE program an exemption from associated examination fees.

Section 6: Amends s. 1007.271, F.S.; revises provisions related to instructional hours in dual enrollment programs and specifies that participation in the statewide course numbering is not required for inclusion in dual enrollment or early admission programs.

Section 7: Amends s. 1009.531, F.S.; provides additional course weights for pre-AICE and AICE classes for calculation of grade point averages to determine eligibility for the Bright Futures Scholarship Program.

Section 8: Amends s. 1009.534, F.S.; revises Florida Academic Scholars award eligibility requirements to include students completing an AICE curriculum.

Section 9: Amends s. 1009.535, F.S.; revises Florida Medallion Scholars award eligibility requirements to include students completing an AICE curriculum.

Section 10: Amends s. 1011.62, F.S.; specifies how instruction generating high school and postsecondary credit is calculated; makes technical correction to revise test score requirements necessary to generate funding to match current test scoring scale; provides formula for additional full-time equivalent membership based on pre-AICE examination scores and program completion.

Section 11: Reenacts s. 1011.69, F.S., incorporates an amendment to s. 1011.62, F.S., in a reference thereto.

Section 12: Provides an effective date.

¹¹ The institution must be located and chartered in Florida, not for profit, accredited, and confer specific degrees as defined in s. 1005.02.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

This CS does not appear to have a fiscal impact on state revenues.

2. Expenditures:

The CS adds provisions to the FEFP that require the state to increase funding to school districts in certain situations. School districts shall receive a 0.12 full-time equivalent student membership for each student that receives the requisite score on a pre-AICE subject examination. In addition, school districts shall receive a 0.15 full-time equivalent student membership for each student who receives an International Certificate of Education diploma.

The cost estimates that follow take into account schools currently offering AICE or pre-AICE courses and schools that are currently planning to offer AICE or pre-AICE courses.¹² It does not reflect a measurement for the growth that might occur if the funding provisions of this CS become law. Finally, the following assumptions were made to calculate the cost estimate:

- Examination success rates will be similar to current success rates
- No students will achieve the International Certificate of Education (ICE) the first few years
- Growth in enrollment at new schools will be similar to early growth achieved by established programs

The fiscal year estimates are:

<u>2004-2005</u>	<u>2005-2006</u>	<u>2006-2007</u>	<u>2007-2008</u>
\$ -0-	\$51,090	\$416,337	\$555,522

Other issues that may have a fiscal impact on state government are discussed in the FISCAL COMMENTS section.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

This CS has a fiscal impact on the revenue of school districts that choose to implement or already offer pre-AICE programs. School districts shall receive a 0.12 full-time equivalent student membership for each student that receives the requisite score on a pre-AICE subject examination. In addition, school districts shall receive a 0.15 full-time equivalent student membership for each student who receives an International Certificate of Education diploma.

2. Expenditures:

This CS has a fiscal impact on the expenditures of school districts that choose to implement pre-AICE programs. To administer pre-AICE examinations, the expenses incurred by school districts include:

- a. Inspection fee (one time cost)—average cost in Florida is \$500
- b. Annual registration fee—\$1596.50 (rebated and waived the following year if a school spends \$7,750 on exam fees and teacher training)

¹² The Cambridge International Examinations U.S. Representative, Ms. Sherry Reach, provided the enrollment data of the current and projected schools that will be offering programs.

- c. Examination fees of \$43.31 per exam taken
- d. Teacher training—not required but recommended

By providing funding availability based upon a formula (discussed in the FISCAL IMPACT ON LOCAL GOVERNMENTS: Revenues section of this analysis), a school district can decide if establishing a pre-AICE program is fiscally in its best interest

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

This CS does not appear to have a direct economic impact on the private sector.

D. FISCAL COMMENTS:

The Academic Scholars and Medallion Scholars award requirements were modified to allow certain AICE students who complete the AICE curriculum to receive a scholarship that might not otherwise meet the GPA or standardized test score requirement. This fiscal impact is indeterminate. While it will certainly affect some students, the number of students that complete the college preparatory AICE curriculum (which is weighted for GPA calculation purposes) and do not meet the GPA or test score requirements is likely to be small.

The fiscal impact on state government analysis did not project any increase in the number of AICE students because of the expected presence of pre-AICE programs in more schools. This number will increase, but it is difficult to quantify because pre-AICE is not a requirement to be in the AICE program. In addition, if more students do enter AICE programs it would be likely that a portion of the additional students would come from other funded acceleration programs like AP, IB, or dual enrollment. Finally, if pre-AICE programs better prepare students for AICE, IB, and AP courses then students seem likely to be more successful on the respective examinations and would earn more college credit. This would reduce some of the state's costs if the student were to attend a state college or university.

By reenacting s. 1011.69, F.S., the CS attempts to ensure that the equality in funding provisions requiring that a school receive at least 80% of the funds generated by that school under the FEFP are followed with regards to AICE and pre-AICE programs.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

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

2. Other:

This CS does not appear to violate any constitutional provisions.

B. RULE-MAKING AUTHORITY:

This CS does not grant additional rulemaking authority.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/COMMITTEE SUBSTITUTE & COMBINED BILL CHANGES

The Choice and Innovation Committee proposed a committee substitute as a strike all amendment for consideration at the March 8, 2005, meeting. The amendment differed from the bill in the following ways:

- Addressed the instruction time required to generate funding in dual enrollment classes
- Clarified that an independent college or university does not need to use the statewide course numbering system to participate in dual enrollment

In addition, an amendment to the amendment was adopted to clarify that the amendment did not affect eligibility of home education students for dual enrollment.

The proposed committee substitute was adopted as amended and HB 579 was reported favorable with CS, 6-0.