

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Higher Education Appropriations Committee

BILL: PCS/CS/SB 1716

INTRODUCER: Committee on Higher Education Appropriations, Higher Education and Senator Oelrich

SUBJECT: Postsecondary Education

DATE: March 20, 2008 REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Harkey</u>	<u>Matthews</u>	<u>HE</u>	<u>Fav/CS</u>
2.	<u>Bryant</u>	<u>Hamon</u>	<u>HI</u>	<u>Pre-meeting</u>
3.	_____	_____	<u>RC</u>	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

Please see Section VIII. for Additional Information:

- | | | |
|------------------------------|-------------------------------------|---|
| A. COMMITTEE SUBSTITUTE..... | <input checked="" type="checkbox"/> | Statement of Substantial Changes |
| B. AMENDMENTS..... | <input type="checkbox"/> | Technical amendments were recommended |
| | <input type="checkbox"/> | Amendments were recommended |
| | <input type="checkbox"/> | Significant amendments were recommended |

I. Summary:

This bill addresses the issue of access to baccalaureate degrees and statewide employment needs. The bill:

- Renames Daytona Beach Community College and Indian River Community College as Daytona Beach College and Indian River College, respectively, to reflect the baccalaureate-degree status of the two colleges;
- Creates the Florida College System comprised of public postsecondary institutions that grant two-year and four-year academic degrees;
- Establishes procedures under which a community college could remove the term “community” from its name;
- Creates the Florida College System Task Force to recommend a program-approval process for baccalaureate degree programs at community colleges and state colleges, propose a new funding model for these institutions, identify statewide needs in baccalaureate degrees, monitor the State College Pilot Project, and recommend criteria and priorities for baccalaureate degree programs that may be offered with specific approval by the State Board of Education; and

- Creates the State College Pilot Project comprised of St. Petersburg, Okaloosa-Walton, Daytona Beach, and Indian River Colleges for baccalaureate degree programs that are designed to meet regional and statewide employment needs. The project requires the participating institutions to recommend a transition policy from community colleges to a state college model for eligible institutions and issue a report.

This bill amends section 1000.21, Florida Statutes. The bill creates ss. 1001.60, 1004.87, 1004.875, Florida Statutes.

II. Present Situation:

Community College Mission

Section 1004.65, F.S., defines the primary mission and responsibilities of community colleges as responding to community needs for postsecondary academic education and career degree education. Their mission and responsibilities include being responsible for: providing lower level undergraduate instruction and awarding associate degrees; preparing students directly for careers requiring less than baccalaureate degrees; providing student development services; promoting economic development within a college's respective district; and providing dual enrollment instruction. Providing upper level instruction and awarding baccalaureate degrees as specifically authorized by law is a separate and secondary role.

Community College Names

Section 1000.21, F.S., names Florida's 28 community colleges. Four community colleges that offer baccalaureate degrees have dropped the term "community" and changed their name to college. Currently, a community college would drop the name "community" from its name by a vote of the community college's boards of trustees followed by a legislative change of the institution's name in statute. There is no review of community college name changes by the State Board of Education.

Options for Expanding Access to Baccalaureate Degrees on Community College Campuses

Florida has two primary options for increasing the provision of baccalaureate degrees on community college campuses:

- The community college may enter into a formal agreement with another postsecondary institution to provide undergraduate programs.
- The community college may submit a proposal to the State Board of Education (SBE) to deliver specified baccalaureate degree programs in the district to meet local workforce needs.

These methods are not mutually exclusive. Some community colleges offer baccalaureate degrees and also have partnerships with public or private 4-year institutions to offer baccalaureate degrees. Some community colleges have established an on-site "university center" through which students may receive academic advising, financial aid assistance, and other student services.

Community colleges are authorized to offer baccalaureate degrees by two separate provisions of law. Under s. 1004.73, F.S., St. Petersburg College is authorized to offer baccalaureate degrees to address the state's workforce needs for professionals in elementary education, special

education, high school science education, nursing, and applied science under some circumstances.

Under s. 1007.33, F.S., all community colleges may provide upper division coursework and award baccalaureate degrees. To receive this authorization, a community college must obtain approval from the SBE. Approval is contingent upon documented demand for the program, unmet need in the area, and the community college having the necessary facilities and academic resources to deliver the program.

At least 90 days prior to its submission to the SBE of a plan to offer a baccalaureate degree, a community college must notify the SBE of its intention to do so. The SBE must notify each state university and each regionally accredited private college and university chartered in Florida of the community college's intent. State universities have 60 days to submit an alternative plan to offer the baccalaureate degree on the community college's campus. In the absence of a state university proposal, the SBE must provide regionally accredited private colleges and universities 30 days to submit an alternative proposal to the SBE. The SBE must take the alternative proposals into account in making its decision to approve or deny a community college's proposal. Upon approval by the SBE, the college must seek the proper accreditation for the program. If the college wants to offer additional degree programs, it must go through the same evaluation cycle for each degree request.

III. Effect of Proposed Changes:

Naming Designations

The bill renames Daytona Beach Community College as Daytona Beach College and Indian River Community College as Indian River College.

The Florida College System

The bill creates the Florida College System comprised of public postsecondary institutions that grant two-year and four-year academic degrees. The bill permits a community college to remove the term "community" from its name if it has been granted the authority to award baccalaureate degrees or if the local board of trustees and the SBE approve the name change.

If the SBE approves the name change, the college must enter into an agreement with the State Board to:

- Maintain the college's primary mission of responding to community needs for postsecondary education;
- Maintain an open door policy;
- Provide outreach to underserved populations;
- Provide remedial education; and
- Comply with the statewide articulation agreement that relates to 2-year and 4-year public degree-granting institutions.

Florida College System Task Force

The bill establishes the Florida College System Task Force within the Division of Community Colleges of the Department of Education for the purpose of developing findings and issuing recommendations regarding the transition of community colleges to baccalaureate-degree-granting colleges and the criteria for establishing and funding state colleges.

Eleven members of the task force would be appointed by the Commissioner of Education. The Commissioner of Education would be a voting member and would be the chair of the task force. The appointees would include eight community college presidents, one state university president, the president of an institution that is eligible to participate in the William L. Boyd, IV, Florida resident Access Grant Program, and one member at large. The community college presidents appointed to the task force may not include the presidents of the institutions named to participate in the State College Pilot Project. The community college presidents appointed to the task force must reflect the diversity of program offerings and service areas of the 28 community colleges and include representatives of community colleges that are authorized to grant baccalaureate degrees, community colleges that are not authorized to grant baccalaureate degrees, community colleges that have urban service areas, community colleges that have rural service areas, community colleges the service areas of which have populations of 500,000 or more, and community colleges the service areas of which have populations of fewer than 500,000. Members of the task force must be appointed on or before August 31, 2008, and the task force must hold its first meeting on or before September 15, 2008.

The duties of the task force include:

- Recommending a program-approval process for new baccalaureate degree programs that are designed to meet the employment needs of Florida, including approval as a baccalaureate-degree-granting community college and as a state college.
- Recommending a funding model that considers projected enrollment, adjustments for actual enrollment, program mix, and comparable support for similar programs across all institutions, including community colleges authorized by the State Board of Education to award baccalaureate degrees, and state colleges. The funding model must ensure that the programs and services offered by institutions in the Florida College System in providing associate and baccalaureate degrees are delivered in a cost-effective manner that demonstrates substantial savings to the student and to the state over the cost of providing the degree at a state university.
- Identifying areas both geographic and academic in which an increased number of graduates who have baccalaureate degrees are necessary in order to meet regional and statewide workforce needs.
- Monitoring implementation of the State College Pilot Project.
- Recommending priorities and criteria for baccalaureate programs that may be offered without specific approval by the State Board of Education.

Any recommendation from the task force to the Legislature would have to be approved by two-thirds of the membership of the task force. Community colleges, state universities, the Commission for Independent Education, and the Agency for Workforce Innovation must provide information and assistance to the task force. Independent postsecondary educational institutions, representatives of the business community, and other stakeholders are encouraged to provide the task force with information to assist it in its deliberations.

The task force must submit a report and recommendations to the Governor, the State Board of Education, the President of the Senate, and the Speaker of the House of Representatives by March 2, 2009. The report must include any comments from the task force regarding the final report resulting from the State College Pilot Project and any specific recommendations of the task force for legislative action during the 2009 Regular Session of the Legislature. The task force would be dissolved effective June 30, 2010, and before that time it must issue its final report with recommended detailed criteria for establishing the Florida College System as a permanent part of the state system of higher education.

State College Pilot Project

The bill creates the State College Pilot Project, beginning with the 2008-2009 fiscal year, which shall be conducted as a pilot project by St. Petersburg College, Okaloosa-Walton College, Daytona Beach College, and Indian River College in collaboration with the Florida College System Task Force. The purpose of the project is to recommend to the Legislature an approval process for the transition of baccalaureate-degree-granting community colleges to state colleges in order to meet the employment needs of Florida, the development of criteria for the transition, and a funding model for the Florida College System.

With the approval of the community college's board of trustees and compliance with the requirements of the bill, a college participating in the State College Pilot Program could change the institutions name to "state college."

The institutions participating in the pilot project must:

- Maintain, as the institution's primary mission, responsibility for responding to community needs for postsecondary academic education and career degree education as prescribed in s. 1004.65(6), F.S.;
- Maintain an open-door admissions policy for associate-level degree programs and workforce education programs;
- Require, as a condition of admission to upper-division programs, successful completion of the college-level communication and mathematics skills examination established under s. 1008.29, F.S., unless the student has been awarded an associate degree from a community college or state university;
- Continue to provide outreach to underserved populations;
- Continue to provide remedial education;
- Comply with all provisions of the statewide articulation agreement which relate to 2-year and 4-year public degree-granting institutions as adopted by the State Board of Education pursuant to s. 1007.23, F.S.;
- Be prohibited from awarding graduate degree credit or graduate degrees;
- Be prohibited from participating in intercollegiate athletics beyond the 2-year level; and
- Deliver the programs and services in providing associate and baccalaureate degrees in a cost-effective manner that demonstrates substantial savings to the student and the state over the cost of providing the degree at a state university.

The institutions participating in the pilot project must collaborate with the Florida College System Task Force to make recommendations to the State Board of Education and the

Legislature on specific issues that should be addressed in the transition of a community college to a state college. Any recommendations of the institutions participating in the pilot project require approval by a two-thirds vote of the participating institutions. At a minimum, the following areas should be addressed during the course of the pilot project:

- The development of a program-approval process to be followed by the State Board of Education when considering proposals for new baccalaureate degree programs that are designed to meet the statewide employment, rather than only regional workforce, needs of the state;
- The formulation of criteria for the transition of an institution from a community college to a state college; and
- The development of a funding model for state colleges.

A final report, including a status report on the transition of the institutions participating in the pilot project and recommendations must be submitted to the President of the Senate and the Speaker of the House of Representatives by January 1, 2009.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

This bill does not provide for per diem or travel expenses; however, the designated members of the task force would recoup the cost of per diem and travel in their capacity as community college presidents and the Commissioner of Education, respectively.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Additional Information:

- A. **Committee Substitute – Statement of Substantial Changes:**
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

CS by Higher Education Committee on March 20, 2008:

The CS for SB 1716:

- Renames Daytona Beach Community College and Indian River Community College as Daytona Beach College and Indian River College, respectively;
- Creates the Florida College System comprised of two-year and four-year public postsecondary institutions that grant academic degrees at the undergraduate level;
- Establishes procedures under which a community college could remove the term “community” from its name;
- Creates the Florida College System Task Force to recommend a program-approval process for new baccalaureate degree programs and perform other policy analysis and monitoring tasks;
- Creates the State College Pilot Project; and
- Requires a report.

- B. **Amendments:**

None.