By Senators Oelrich and Gaetz

14-02465-08 2008696

A bill to be entitled

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An act relating to community college finance; amending s. 1001.64, F.S.; providing conditions for certain contracting by community college boards of trustees; authorizing boards of trustees to enter into certain short-term loans and contracts and make payments subject to appropriation; authorizing boards of trustees to incur long-term debt according to specified requirements; amending s. 1004.70, F.S.; requiring community college boards of trustees to authorize debt incurred by directsupport organizations; authorizing delegation for approval of short-term loans and lease-purchase agreements; providing restrictions; amending s. 1009.22, F.S., relating to workforce education postsecondary student fees, and s. 1009.23, F.S., relating to community college student fees; revising provisions relating to pledge of fee revenues to repayment of debt by community college boards of trustees; providing requirements for the request, issuance, securing, and payment of bonds;

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date.

Be It Enacted by the Legislature of the State of Florida:

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revising provisions relating to validation of bonds;

providing for limitation of actions; amending s. 1011.84,

F.S.; correcting references; providing for transmittal of

bond debt service under certain circumstances; providing

restrictions; authorizing rules; providing an effective

funds for amounts required for capital improvement revenue

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Section 1. Subsections (26) and (38) of section 1001.64, Florida Statutes, are amended to read:

- 1001.64 Community college boards of trustees; powers and duties.--
- (26) Each board of trustees is authorized to contract for the purchase, sale, lease, license, or acquisition in any manner (including purchase by installment or lease-purchase contract which may provide for the payment of interest on the unpaid portion of the purchase price and for the granting of a security interest in the items purchased, subject to the provisions of subsection (38) and ss. 1009.22 and 1009.23) of goods, materials, equipment, and services required by the community college. The board of trustees may choose to consolidate equipment contracts under master equipment financing agreements made pursuant to s. 287.064.
- short-term loans and installment, lease-purchase, and other financing contracts for a term of not more than 5 years, including renewals, extensions, and refundings. Payments on short-term loans and installment, lease-purchase, and other financing contracts pursuant to this subsection shall be subject to annual appropriation by the board of trustees. Each board of trustees is authorized to borrow funds and incur long-term debt, including promissory notes, installment sales agreements, lease-purchase agreements, certificates of participation, and other similar long-term financing arrangements, only as specifically provided entering into lease-purchase agreements and the issuance of revenue bonds as specifically authorized and only for the purposes authorized in ss. 1009.22(6) and (9), and 1009.23(11)

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and (12), and 215.61(1). At the option of the board of trustees, bonds issued pursuant to ss. 1009.22(6) and (9) and 1009.23(11) and (12) may be issued which are secured by a combination of revenues authorized to be pledged to bonds pursuant to such subsections ss. 1009.22(6) and 1009.23(11) or ss. 1009.22(9) and 1009.23(12). Notwithstanding the provisions of this subsection, lease-purchase agreements may be secured by a combination of revenues as specifically authorized pursuant to ss. 1009.22(7) and 1009.23(10).

Section 2. Paragraph (e) is added to subsection (4) of section 1004.70, Florida Statutes, to read:

1004.70 Community college direct-support organizations. --

- (4) ACTIVITIES; RESTRICTIONS.--
- (e) A community college board of trustees must authorize all debt, including lease-purchase agreements, incurred by a direct-support organization. Authorization for approval of short-term loans and lease-purchase agreements for a term of not more than 5 years, including renewals, extensions, and refundings, for goods, materials, equipment, and services may be delegated by the board of trustees to the board of directors of the direct-support organization. Trustees shall evaluate proposals for debt according to guidelines issued by the Division of Community Colleges. Revenues of the community college may not be pledged to debt issued by direct-support organizations.

Section 3. Subsections (6) and (9) of section 1009.22, Florida Statutes, are amended to read:

1009.22 Workforce education postsecondary student fees. --

(6) (a) Each district school board and community college board of trustees may establish a separate fee for capital

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improvements, technology enhancements, or equipping buildings which may not exceed 5 percent of tuition for resident students or 5 percent of tuition and out-of-state fees for nonresident students. Funds collected by community colleges through the fee these fees may be bonded only for the purpose of financing or refinancing new construction and equipment, renovation, or remodeling of educational facilities. The fee shall be collected as a component part of the tuition and fees, paid into a separate account, and expended only to construct and equip, maintain, improve, or enhance the certificate career education or adult education facilities of the school district or community college. Projects funded through the use of the capital improvement fee must meet the survey and construction requirements of chapter 1013. Pursuant to s. 216.0158, each district school board and community college board of trustees shall identify each project, including maintenance projects, proposed to be funded in whole or in part by such fee. Capital improvement fee revenues may be pledged by a board of trustees as a dedicated revenue source to the repayment of debt, including lease-purchase agreements, with an overall term of not more than 7 years, including renewals, extensions, and refundings, and revenue bonds, with a term not exceeding to exceed 20 years, and not exceeding to exceed the useful life of the asset being financed, only for the new construction and equipment, renovation, or remodeling of educational facilities. Bonds authorized pursuant to this paragraph shall be requested by the community college board of trustees and shall be issued by the Division of Bond Finance in compliance with s. 11(d), Art. VII of the State Constitution and the State Bond Act. The Division of Bond Finance may pledge fees

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collected by one or more community colleges, including capital improvement fees collected pursuant to s. 1009.23(11), to secure such bonds. Any project included in the approved educational plant survey pursuant to chapter 1013 is approved pursuant to s. 11(f), Art. VII of the State Constitution. Community colleges may use the services of the Division of Bond Finance of the State Board of Administration to issue any bonds authorized through the provisions of this subsection. Any such bonds issued by the Division of Bond Finance shall be in compliance with the provisions of the State Bond Act. Bonds issued pursuant to this paragraph may the State Bond Act shall be validated in the manner provided by chapter 75. The complaint for such validation shall be filed in the circuit court of the county where the seat of state government is situated, the notice required to be published by s. 75.06 shall be published only in the county where the complaint is filed, and the complaint and order of the circuit court shall be served only on the state attorney of the circuit in which the action is pending. A maximum of 15 cents per credit hour may be allocated from the capital improvement fee for child care centers conducted by the district school board or community college board of trustees. The use of capital improvement fees for such purpose shall be subordinate to the payment of any bonds secured by the fees.

(b) The state does hereby covenant with the holders of the bonds issued under paragraph (a) that it will not take any action that will materially and adversely affect the rights of such holders so long as the bonds authorized by paragraph (a) are outstanding.

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(9) (a) Community college boards of trustees and district school boards are not authorized to charge students enrolled in workforce development programs any fee that is not specifically authorized by statute. In addition to tuition, out-of-state, financial aid, capital improvement, and technology fees, as authorized in this section, community college boards of trustees and district school boards are authorized to establish fee schedules for the following user fees and fines: laboratory fees; parking fees and fines; library fees and fines; fees and fines relating to facilities and equipment use or damage; access or identification card fees; duplicating, photocopying, binding, or microfilming fees; standardized testing fees; diploma replacement fees; transcript fees; application fees; graduation fees; and late fees related to registration and payment. Such user fees and fines shall not exceed the cost of the services provided and shall only be charged to persons receiving the service. Parking fee revenues may be pledged by a community college board of trustees as a dedicated revenue source for the repayment of debt, including lease-purchase agreements, with an overall term of not more than 7 years, including renewals, extensions, and refundings, and revenue bonds with a term terms not exceeding 20 years and not exceeding the useful life of the asset being financed. Community colleges shall use the services of the Division of Bond Finance of the State Board of Administration to issue any revenue bonds authorized by the provisions of this paragraph subsection. Any such bonds issued by the Division of Bond Finance shall be in compliance with the provisions of the State Bond Act. Bonds issued pursuant to the State Bond Act may shall be validated in the manner established in chapter 75. The

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complaint for such validation shall be filed in the circuit court of the county where the seat of state government is situated, the notice required to be published by s. 75.06 shall be published only in the county where the complaint is filed, and the complaint and order of the circuit court shall be served only on the state attorney of the circuit in which the action is pending.

(b) As provided in this paragraph, a community college board of trustees may, without using the services or obtaining the approval of the Division of Bond Finance, pledge parking fee revenues to debt, including promissory notes, installment sales agreements, lease-purchase agreements, certificates of participation, and other similar financing arrangements, for an overall term of not more than 20 years, including renewals, extensions, refinancings, and refundings, and not exceeding the useful life of the asset being financed as long as the interest rate on any fixed-rate financing is lower than the interest rate on such debt as determined by reference to the Municipal Market Data yields listing for the debt-rating category most closely comparable to the debt being issued immediately prior to the date such interest rate on the debt is set. If the Municipal Market Data yields are no longer available, the interest rate shall be lower than the rate determined by reference to a nationally recognized tax-exempt benchmark interest-rate index. The interest rate on any variable-rate financing must be lower than that of a nationally recognized tax-exempt variable-rate index.

Section 4. Subsections (11) and (12) of section 1009.23, Florida Statutes, are amended to read:

1009.23 Community college student fees.--

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(11) (a) Each community college board of trustees may establish a separate fee for capital improvements, technology enhancements, or equipping student buildings which may not exceed 10 percent of tuition for resident students or 10 percent of the sum of tuition and out-of-state fees for nonresident students. The fee for resident students shall be limited to an increase of \$2 per credit hour over the prior year. Funds collected by community colleges through the fee these fees may be bonded only as provided in this subsection for the purpose of financing or refinancing new construction and equipment, renovation, or remodeling of educational facilities. The fee shall be collected as a component part of the tuition and fees, paid into a separate account, and expended only to construct and equip, maintain, improve, or enhance the educational facilities of the community college. Projects funded through the use of the capital improvement fee shall meet the survey and construction requirements of chapter 1013. Pursuant to s. 216.0158, each community college shall identify each project, including maintenance projects, proposed to be funded in whole or in part by such fee.

(b) Capital improvement fee revenues may be pledged by a board of trustees as a dedicated revenue source to the repayment of debt, including lease-purchase agreements, with an overall term, including renewals, extensions, and refundings, of not more than 7 years, including renewals, extensions, and refundings, and revenue bonds with a term not exceeding to exceed 20 annual maturities and not exceeding to exceed the useful life of the asset being financed, only for financing or refinancing of the new construction and equipment, renovation, or remodeling of

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educational facilities. Bonds authorized <u>pursuant to through the provisions of</u> this subsection shall be <u>requested by the community college board of trustees and shall be</u> issued by the Division of Bond Finance upon the request of the community college board of trustees in compliance with the provisions of s. 11(d), Art. VII of the State Constitution and the State Bond Act. The Division of Bond Finance may pledge fees collected by one or more community colleges, including capital improvement fees collected pursuant to s. 1009.22(6), to secure such bonds. Any project included in the approved educational plant survey pursuant to chapter 1013 is approved pursuant to s. 11(f)(d), Art. VII of the State Constitution.

(c) (d) Any validation of the Bonds issued pursuant to this subsection may be validated shall be in the manner provided by chapter 75. Only the initial series of bonds is required to be validated. The complaint for such validation shall be filed in the circuit court of the county where the seat of state government is situated, the notice required to be published by s. 75.06 shall be published only in the county where the complaint is filed, and the complaint and order of the circuit court shall be served only on the state attorney of the circuit in which the action is pending.

(d) (e) A maximum of 15 percent may be allocated from the capital improvement fee for child care centers conducted by the community college. The use of capital improvement fees for such purpose shall be subordinate to the payment of any bonds secured by the fees.

 $\underline{\text{(e)}}$ (c) The state does hereby covenant with the holders of the bonds issued under this subsection that it will not take any

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action that will materially and adversely affect the rights of such holders so long as the bonds authorized by this subsection are outstanding.

(12)(a) In addition to tuition, out-of-state, financial aid, capital improvement, student activity and service, and technology fees authorized in this section, each community college board of trustees is authorized to establish fee schedules for the following user fees and fines: laboratory fees; parking fees and fines; library fees and fines; fees and fines relating to facilities and equipment use or damage; access or identification card fees; duplicating, photocopying, binding, or microfilming fees; standardized testing fees; diploma replacement fees; transcript fees; application fees; graduation fees; and late fees related to registration and payment. Such user fees and fines shall not exceed the cost of the services provided and shall only be charged to persons receiving the service. A community college may not charge any fee except as authorized by law or rules of the State Board of Education. Parking fee revenues may be pledged by a community college board of trustees as a dedicated revenue source for the repayment of debt, including lease-purchase agreements, with an overall term of not more than 7 years, including renewals, extensions, and refundings, and revenue bonds with a term terms not exceeding 20 years and not exceeding the useful life of the asset being financed. Community colleges shall use the services of the Division of Bond Finance of the State Board of Administration to issue any revenue bonds authorized by the provisions of this paragraph subsection. Any such bonds issued by the Division of Bond Finance shall be in compliance with the provisions of the

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State Bond Act. Bonds issued pursuant to the State Bond Act may shall be validated in the manner established in chapter 75. The complaint for such validation shall be filed in the circuit court of the county where the seat of state government is situated, the notice required to be published by s. 75.06 shall be published only in the county where the complaint is filed, and the complaint and order of the circuit court shall be served only on the state attorney of the circuit in which the action is pending.

(b) As provided in this paragraph, a community college board of trustees may, without using the services or obtaining the approval of the Division of Bond Finance, pledge parking fee revenues to debt, including promissory notes, installment sales agreements, lease-purchase agreements, certificates of participation, and other similar financing arrangements, for an overall term of not more than 20 years, including renewals, extensions, refinancings, and refundings, and not exceeding the useful life of the asset being financed as long as the interest rate on any fixed-rate financing is lower than the interest rate on such debt as determined by reference to the Municipal Market Data yields listing for the debt-rating category most closely comparable to the debt being issued immediately prior to the date such interest rate on the debt is set. If the Municipal Market Data yields are no longer available, the interest rate shall be lower than the rate determined by reference to a nationally recognized tax-exempt benchmark interest-rate index. The interest rate on any variable-rate financing must be lower than that of a nationally recognized tax-exempt variable-rate index.

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Section 5. Section 1011.84, Florida Statutes, is amended to

CODING: Words stricken are deletions; words underlined are additions.

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1011.84 Procedure for determining state financial support and annual apportionment of state funds to each community college district.—The procedure for determining state financial support and the annual apportionment to each community college district authorized to operate a community college under the provisions of s. 1001.61 shall be as follows:

- (1) DETERMINING THE AMOUNT TO BE INCLUDED IN THE COMMUNITY COLLEGE PROGRAM FUND FOR THE CURRENT OPERATING PROGRAM.--
- (a) The Department of Education shall determine annually from an analysis of operating costs, prepared in the manner prescribed by rules of the State Board of Education, the costs per full-time equivalent student served in courses and fields of study offered in community colleges. This information and current college operating budgets shall be submitted to the Executive Office of the Governor with the legislative budget request prior to each regular session of the Legislature.
- (b) The allocation of funds for community colleges shall be based on advanced and professional disciplines, college-preparatory programs, and other programs for adults funded pursuant to s. 1011.80.
- (c) The category of lifelong learning is for students enrolled pursuant to s. 1004.93. A student shall also be reported as a lifelong learning student for his or her enrollment in any course that he or she has previously taken, unless it is a credit course in which the student earned a grade of D or F.
- (d) If an adult student has been determined to be a disabled student eligible for an approved educational program for disabled adults provided pursuant to s. 1004.93 and rules of the State Board of Education and is enrolled in a class with

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curriculum frameworks developed for the program, state funding for that student shall be provided at a level double that of a student enrolled in a special adult general education program provided by a community college.

- (e) All state inmate education provided by community colleges shall be reported by program, FTE expenditure, and revenue source. These enrollments, expenditures, and revenues shall be reported and projected separately. Instruction of state inmates shall not be included in the full-time equivalent student enrollment for funding through the Community College Program Fund.
- (f) When a public educational institution has been fully funded by an external agency for direct instructional costs of any course or program, the FTE generated shall not be reported for state funding.
- implement s. 9(d)(8)g.f., Art. XII of the State Constitution. These rules shall provide for the use of the funds available under s. 9(d)(8)g.f., Art. XII by an individual community college for operating expense in any fiscal year during which the State Board of Education has determined that all major capital outlay needs have been met. Highest priority for the use of these funds for purposes other than financing approved capital outlay projects shall be for the proper maintenance and repair of existing facilities for projects approved by the State Board of Education. However, in any fiscal year in which funds from this source are authorized for operating expense other than approved maintenance and repair projects, the allocation of community college program funds shall be reduced by an amount equal to the

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sum used for such operating expense for that community college that year, and that amount shall not be released or allocated among the other community colleges that year.

- (2) DETERMINING THE AMOUNT TO BE INCLUDED FOR CAPITAL OUTLAY AND DEBT SERVICE.—The amount included for capital outlay and debt service shall be as determined and provided in s. 18, Art. XII of the State Constitution of 1885, as adopted by s. 9(d), Art. XII of the 1968 revised State Constitution and State Board of Education rules.
- (3) REDUCTION FOR AMOUNTS REQUIRED FOR CAPITAL IMPROVEMENT REVENUE BOND DEBT SERVICE.--
- (a) If amounts sufficient to fully fund all debt service payments with respect to bonds pledging capital improvement fee revenues under s. 1009.22 or s. 1009.23 which have become due and payable have not been forwarded to the State Board of Administration as otherwise required by the proceedings authorizing such bonds, the State Board of Administration, pursuant to its powers and duties under s. 215.69, shall direct the Department of Education to transmit legally available funds remaining in the Community College Program Fund appropriated to the community college that has insufficient capital improvement fees to pay debt service to the State Board of Administration for such purpose. The Department of Education may adopt rules to allocate such debt service liability among the community colleges.
- (b) A community college may not obligate the state to appropriate funds pursuant to this subsection. Such funds are available only to the extent appropriated, and nothing in this

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subsection constitutes a pledge of the state to continue such appropriations.

- (4) (3) DETERMINING THE APPORTIONMENT FROM STATE FUNDS. --
- (a) By December 15 of each year, the Department of Education shall estimate the annual enrollment of each community college for the current fiscal year and for the 6 subsequent fiscal years. These estimates shall be based upon prior years' enrollments, upon the initial fall term enrollments for the current fiscal year for each college, and upon each college's estimated current enrollment and demographic changes in the respective community college districts.
- (b) The apportionment to each community college from the Community College Program Fund shall be determined annually in the General Appropriations Act. In determining each college's apportionment, the Legislature shall consider the following components:
- 1. Base budget, which includes the state appropriation to the Community College Program Fund in the current year plus the related student tuition and out-of-state fees assigned in the current General Appropriations Act.
- 2. The cost-to-continue allocation, which consists of incremental changes to the base budget, including salaries, price levels, and other related costs allocated through a funding model approved by the Legislature which may recognize differing economic factors arising from the individual educational approaches of the various community colleges, including, but not limited to:
- a. Direct Instructional Funding, including class size, faculty productivity factors, average faculty salary, ratio of

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full-time to part-time faculty, costs of programs, and enrollment factors.

- b. Academic Support, including small colleges factor, multicampus factor, and enrollment factor.
- c. Student Services Support, including headcount of students as well as FTE count and enrollment factors.
- d. Library Support, including volume and other materials/audiovisual requirements.
 - e. Special Projects.
- f. Operations and Maintenance of Plant, including square footage and utilization factors.
 - g. District Cost Differential.
- 3. Students enrolled in a recreation and leisure program and students enrolled in a lifelong learning program who may not be counted as full-time equivalent enrollments for purposes of enrollment workload adjustments.
- 4. Operating costs of new facilities adjustments, which shall be provided, from funds available, for each new facility that is owned by the college and is recommended in accordance with s. 1013.31.
- 5. New and improved program enhancements, which shall be determined by the Legislature.

Student fees in the base budget plus student fee revenues generated by increases in fee rates shall be deducted from the sum of the components determined in subparagraphs 1.-5. The amount remaining shall be the net annual state apportionment to each college.

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(c) No community college shall commit funds for the employment of personnel or resources in excess of those required to continue the same level of support for either the previously approved enrollment or the revised enrollment, whichever is lower.

- (d) The apportionment to each community college district for capital outlay and debt service shall be the amount determined in accordance with subsection (2). This amount, less any amount determined as necessary for administrative expense by the State Board of Education and any amount necessary for debt service on bonds issued by the State Board of Education pursuant to s. 9(d), Art. XII of the 1968 revised State Constitution, shall be transmitted to the community college board of trustees to be expended in a manner prescribed by rules of the State Board of Education.
- (e) If at any time the unencumbered balance in the general fund of the community college board of trustees approved operating budget goes below 5 percent, the president shall provide written notification to the State Board of Education.
- (f) Expenditures for apprenticeship programs shall be reported separately.
- (5) (4) EXPENDITURE OF ALLOCATED FUNDS. -- Subject to the provisions of subsection (3), any funds allocated herein to any community college shall be expended only for the purpose of supporting that community college.
- $\underline{(6)}$ REPORT OF REMEDIAL EDUCATION.—Each community college board of trustees shall report the volume and cost of remedial education activities as a separate item in its annual cost accounting system.

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490		Section	6.	This	act	shall	take	effect	July	1,	2008.	•	