

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 Committee

BILL: CS/SB 1716

INTRODUCER: Committee on Higher Education and Senator Oelrich

SUBJECT: Postsecondary Education

DATE: March 20, 2008 REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Harkey	Matthews	HE	Fav/CS
2.			HI	
3.			RC	
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 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 baccalaureate degree programs at community colleges and state colleges, propose a new funding model for these institutions, identify statewide needs in baccalaureate degrees, and monitor the State College Pilot Project; and
- Creates the State College Pilot Project comprised of St. Petersburg, Okaloosa-Walton, 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 do the following:

- Maintain the institution's primary mission to respond to community needs for postsecondary academic education and career degree education;
- Maintain an open-door admissions policy for associate-level degree programs and workforce education;
- Deliver the programs and services in a cost-effective manner;
- Prohibit graduate degrees or graduate credit at these institutions;
- 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 s. 1001.60, Florida Statutes, and two unnumbered sections.

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 two-year and four-year public postsecondary institutions that grant academic degrees at the undergraduate level. The bill permits a community college to drop 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.

The task force would be comprised of eight community college presidents appointed by the Commissioner of Education. The appointees 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 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. The Commissioner of Education would be the chair of the task force. Members of the task force must be appointed on or before July 15, 2008, and the task force must hold its first meeting on or before August 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 participating in the State College Pilot Project. The funding model must demonstrate substantial savings to the student and to the state over the cost of providing the degree at a state university.
- Identifying regional and statewide workforce needs for baccalaureate degrees.
- Monitoring implementation of the State College Pilot Project.

The task force would be located in the Division of Community Colleges of the Department of Education and would be staffed by existing employees of that office. Community colleges, state universities, the Commission for Independent Education, and the Agency for Workforce Innovation must provide information and assistance to the task force.

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 January 1, 2009. The report must include 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 1, 2009, unless extended by general law.

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, 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.

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. 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 migration of an institution from a community college to a state college;
- 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 February 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.

The task force would be staffed by existing employees of the Department of Education.

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.