

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/HB 929 Florida College System
SPONSOR(S): Post-Secondary Education Subcommittee and Raburn
TIED BILLS: None **IDEN./SIM. BILLS:** CS/SB 374

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Post-Secondary Education Subcommittee	13 Y, 0 N, As CS	Bishop	Bishop
2) Higher Education Appropriations Subcommittee			
3) Education Committee			

SUMMARY ANALYSIS

The bill:

- revises the primary mission of Florida College System (FCS) institutions to clarify that baccalaureate degree programs must be designed to meet the workforce needs of the institution's service area and the educational needs of place-bound, non-traditional students;
- requires each FCS institution to execute at least one "2+2" targeted pathway articulation agreement with one or more state universities;
- requires the State Board of Education (SBE) to collaborate with the Board of Governors (BOG) to eliminate barriers to executing "2+2" targeted pathway articulation agreements and evaluate and report on the status of the "2+2" system to the Governor and the Legislature by December 31, 2017;
- requires that the statewide articulation agreement provide for a reverse transfer agreement for FCS institution students who transfer to a state university prior to earning an associate in arts degree;
- prohibits FCS institutions from offering bachelor of arts degrees;
- aligns the St. Petersburg College baccalaureate approval process with that of other FCS institutions;
- modifies the FCS institution baccalaureate degree approval process to require FCS institutions to:
 - submit a notice of interest at least 180 days before submission of the notice of intent;
 - submit a notice of intent and justification at least 100 days before submitting the baccalaureate degree proposal;
 - provide justification for the proposed baccalaureate degree including a data-driven analysis of workforce demand; and
 - include the college's efforts to sustain the program at a cost of tuition and fees for Florida residents not to exceed \$10,000 for the entire degree program.
- extends the timeframe from 30 days to 60 days for private regionally-accredited colleges and universities to submit their objections to proposed baccalaureate degree programs;
- requires the SBE to consider input from the Chancellor of the State University System (SUS) and the president of the Independent Colleges and Universities of Florida before approving or denying a college's proposal;
- requires the SBE to annually review each baccalaureate degree program and, if a program exhibits negative performance, require the institution's Board of Trustees to modify or terminate the program.
- specifies that the total upper-level enrollment for the Florida College System may not exceed 20 percent of the combined upper- and lower-level enrollment;
- requires each institution to annually report, by September 1 of each year, to the FCS Chancellor regarding baccalaureate degree program performance and compliance indicators;
- requires the FCS Chancellor to compile and summarize institutional reports and submit them to the SBE, the SUS Chancellor, and the Legislature;
- Creates a Governance Study Committee to conduct a study concerning the governance of undergraduate education programs offered by FCS institutions and postsecondary career education programs offered by district school boards and FCS institutions. Requires a report of findings to the SBE, the President of the Senate, and the Speaker of the House no later than October 31, 2017.

The bill has no fiscal impact.

The bill takes effect July 1, 2017.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives.

STORAGE NAME: h0929.PSE

DATE: 3/30/2017

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

Postsecondary attainment refers to the educational level of a state's population. The Lumina Foundation has set a national attainment goal of 60 percent of adults with high quality degrees or credentials by the year 2025.¹ There are considerable economic benefits for increased educational attainment which assists communities in meeting current and future talent needs. Adding one year of college to a region's workforce increases GDP per capita by 17.4%.²

Florida's current attainment rate is 45.9 percent.³ However, the attainment rate for each county in Florida ranges from a low of 12.18 percent in DeSoto County to a high of 55.01 percent in Leon County. The Higher Education Coordinating Council has set a statewide attainment goal that 55 percent of Floridians will hold a high-quality postsecondary credential by the year 2025.⁴

Percentage of Florida residents (ages 25-64) with at least an associate degree, by county

Alachua	53.02	DeSoto	12.18	Hendry	16.48	Levy	17.22	Osceola	29.51	Suwannee	18.40
Baker	17.31	Dixie	13.80	Hernando	27.56	Liberty	17.72	Palm Beach	42.28	Taylor	16.10
Bay	33.72	Duval	37.62	Highlands	25.57	Madison	17.59	Pasco	35.57	Union	16.34
Bradford	17.38	Escambia	38.49	Hillsborough	41.40	Manatee	37.26	Pinellas	40.76	Volusia	32.43
Brevard	40.56	Flagler	33.01	Holmes	17.91	Marion	27.20	Polk	28.34	Wakulla	27.19
Broward	42.53	Franklin	18.64	Indian River	35.43	Martin	42.66	Putnam	18.59	Walton	32.63
Calhoun	13.98	Gadsden	22.72	Jackson	22.17	Miami-Dade	38.07	St. Johns	51.80	Washington	17.25
Charlotte	30.34	Gilchrist	21.21	Jefferson	25.17	Monroe	38.37	St. Lucie	29.76		
Citrus	24.95	Glades	16.97	Lafayette	19.74	Nassau	31.52	Santa Rosa	40.06		
Clay	35.81	Gulf	20.84	Lake	31.22	Okaloosa	39.15	Sarasota	39.25		
Collier	36.74	Hamilton	17.11	Lee	33.48	Okeechobee	17.37	Seminole	48.60		
Columbia	24.69	Hardee	12.73	Leon	55.01	Orange	43.12	Sumter	30.29		

Source: U.S. Census Bureau, 2010-14 American Community Survey 5-Year Estimates

Florida College System Baccalaureate Degrees

Background

The Legislature created the site-determined baccalaureate degree access program in 1999 to authorize Florida College System (FCS) institutions to offer baccalaureate degrees to meet the economic development and educational needs of place-bound, nontraditional students in areas of the state that are underserved by 4-year institutions.⁵

¹ Lumina Foundation, *National Overview of Attainment*: Hearing before the House Post-Secondary Education Subcommittee (Jan. 12, 2017), available at [http://www.myfloridahouse.gov/Sections/Documents/loadoc.aspx?PublicationType=Committees&CommitteeId=2907&Session=2017&DocumentType=Meeting Packets&FileName=pse_1-12-17.pdf](http://www.myfloridahouse.gov/Sections/Documents/loadoc.aspx?PublicationType=Committees&CommitteeId=2907&Session=2017&DocumentType=Meeting%20Packets&FileName=pse_1-12-17.pdf).

² Miliken Institute. *A Matter of Degrees: The affect of educational attainment on regional economic prosperity*. (2013).

³ U.S. Census Bureau. 2014 American Community Survey.

⁴ Higher Education Coordinating Council Update: Hearing before the House Post-Secondary Education Subcommittee (Jan. 12, 2017), available at

[http://www.myfloridahouse.gov/Sections/Documents/loadoc.aspx?PublicationType=Committees&CommitteeId=2907&Session=2017&DocumentType=Meeting Packets&FileName=pse_1-12-17.pdf](http://www.myfloridahouse.gov/Sections/Documents/loadoc.aspx?PublicationType=Committees&CommitteeId=2907&Session=2017&DocumentType=Meeting%20Packets&FileName=pse_1-12-17.pdf).

⁵ Section 1, ch. 99-290, L.O.F.

In 2001, the Legislature redesignated St. Petersburg Junior College as St. Petersburg College (SPC) and authorized community colleges to offer baccalaureate degrees in populous counties that are underserved by public baccalaureate degree granting institutions.⁶ The legislative intent to provide access to baccalaureate degrees was to “address the state’s workforce needs, especially the need for teachers, nurses, and business managers in agencies and firms that require expertise in technology.”⁷ The Legislature specified the purpose for authorizing SPC to offer high quality undergraduate education at affordable prices is to “promote economic development by preparing people for occupations that require a bachelor’s degree and are in demand by existing or emerging public and private employers in this state.”⁸

The top five baccalaureate degrees awarded in 2015-16 were:⁹

1. Supervision and Management - 2,585
2. Nursing - 1,488
3. Public Safety Administration - 301
4. Information/Technology Management - 263
5. Business Administration – 257

These five areas accounted for 68% of the 7,185 baccalaureate degrees awarded last year.

The average full-time earnings for a recent baccalaureate degree graduate in 2015-16 was \$57,924 (2014-15 completers).¹⁰

FCS institutions offer programs in several critical shortage areas, including over 50 teacher education programs. The Annual Program Performance Report for teacher education programs, required by state board rule, finds that FCS institutions perform on par with their university peers when it comes to producing quality graduates. For Example, in 2017, Indian River State College received the highest score for all teacher education programs for its Middle Grade Mathematics program for the number of completers employed whose students achieved on statewide assessments.¹¹

FCS institutions that offer baccalaureate degrees must comply with the requirements of the Southern Association of Colleges and School Commission on Colleges (SACSCOC) Principles of Accreditation. The SACSCOC Core Requirement 3.5.4¹² requires that at least 25 percent of the discipline course hours in each major at the baccalaureate level are taught by faculty members holding a terminal degree (usually the earned doctorate) in the discipline. The number of FCS upper division full-time and part-time faculty has increased system wide each year since 2011. On average, each baccalaureate degree program has added the equivalent of one full-time faculty member since 2011. In 2014-15, the system had 399 full-time faculty and 359 part-time faculty teaching in upper division degree programs.¹³

FCS baccalaureate degree programs serve a largely different population than other in-state public baccalaureate options. Such programs serve an older demographic of working adults who are gaining skills for advancement in the workforce. Historical data show the average age of students enrolled in baccalaureate programs is 32.7 and the average age of FCS baccalaureate graduates is 33.2 (2012-13). In 2012-13, 74.7 percent of all students enrolled in FCS baccalaureate programs were from

⁶ Section 40, ch. 2001-170, L.O.F.

⁷ *Id.*

⁸ *Id.*

⁹ Email, Florida Department of Education. (March 22, 2017)

¹⁰ *Id.*

¹¹ Sandi Jacobs, Education Counsel, *Florida Teacher Preparation Programs: A Summary and Analysis of Program Performance* (January 2017), available at <http://www.fldoe.org/core/fileparse.php/7502/urlt/FTPPSummAnalysisPP.pdf>

¹² SACSCOC Principles of Accreditation available at <http://www.sacscoc.org/pdf/2012PrinciplesOfAcreditation.pdf>.

¹³ Baccalaureate Degree Accountability Report (August 2016). Tallahassee, FL: Department of Education, Division of Florida Colleges.

underserved groups (need-based financial aid recipients, minority students, limited English proficient or students with disabilities). Most FCS baccalaureate programs are open access.¹⁴

Approval Process

The State Board of Education (SBE) is responsible for reviewing and approving proposals by FCS institutions to offer baccalaureate degree programs.¹⁵ As a part of the approval process:

- FCS institutions must submit a notice of intent to the Division of Florida Colleges (DFC) regarding the proposed baccalaureate degree program 100 days before the submission of the program proposal.¹⁶
- Within 10 days after receipt of the notice, the DFC must forward the notice of intent to the Chancellor of the State University System (SUS), the President of Independent Colleges and Universities of Florida (ICUF), and the Executive Director of the Commission for Independent Education (CIE).¹⁷
- State universities have 60 days, after receipt of the notice by the SUS Chancellor, to submit objections to the proposed program or submit an alternative proposal to offer the baccalaureate degree program.
- If the SBE does not receive a proposal from a state university within the 60-day period, the SBE must provide regionally accredited private colleges and universities 30 days to submit objections to the proposed program or submit an alternative proposal.
- Objections and alternative proposals must be submitted to the DFC, and must be considered by the SBE in making its decision to approve or deny a FCS institution's baccalaureate degree program proposal.¹⁸
- The DFC must notify the FCS institution of any deficiencies in writing within 30 days following receipt of the proposal, and provide the FCS institution with an opportunity to correct the deficiencies.
- Within 45 days following receipt of a completed proposal by the DFC, the Commissioner of Education must recommend approval or disapproval of the proposal to the SBE.
- The SBE must consider such recommendation, the proposal, and any objections or alternative proposals at its next meeting, and the SBE must provide to the FCS institution written reasons for any disapproval of baccalaureate degree proposals.

Currently, 27 FCS institutions offer 179 baccalaureate degree programs.¹⁹ In July, 2014, the Florida Legislature placed a moratorium on the approval of new baccalaureate degrees in the FCS. The year prior to the moratorium, 20 baccalaureate proposals were approved and 1 proposal was withdrawn. The moratorium was lifted in August 2015. Since that time, 11 baccalaureate degree proposals have been approved and 11 baccalaureate degree proposals have been reviewed and were subsequently withdrawn from consideration for SBE approval because they did not provide significant evidence of unmet need for the occupations linked to the selected degree in the service region.²⁰

¹⁴The Florida College System *Transparency, Accountability, Progress, and Performance. What are some key "take aways" about baccalaureate degrees in the Florida College System?* (2014) available at <https://www.floridacollegesystem.com/sites/www/Uploads/Publications/TAPPs/BaccTakeAwaysTAPP.pdf>.

¹⁵ Section 1001.03(15), F.S.

¹⁶ Section 1007.33(5)(a), F.S.

¹⁷ *Id.* at (5)(b).

¹⁸ *Id.*

¹⁹ The 27 colleges authorized to offer baccalaureate degree programs are Broward College, Chipola College, College of Central Florida, Daytona State College, Eastern Florida State College, Florida Gateway College, Florida Keys Community College, Florida SouthWestern State College, Florida State College at Jacksonville, Gulf Coast State College, Indian River State College, Lake-Sumter State College, Miami Dade College, North Florida Community College, Northwest Florida State College, Palm Beach State College, Pasco-Hernando State College, Pensacola State College, Polk State College, Santa Fe College, Seminole State College of Florida, South Florida State College, St. Johns River State College, St. Petersburg College, State College of Florida, Manatee-Sarasota, Tallahassee Community College, and Valencia College. Florida College System, *Baccalaureate Programs as of October 2016*, (2016) available at http://www.fldoe.org/core/fileparse.php/5592/urlt/0082821-program_list.xls.

²⁰ Email, Florida Department of Education (March 22, 2017).

In 2015-16, funded full-time-equivalent (FTE) enrollment in FCS upper-division programs was 15,281, which represented 4.7 percent of the total funded FCS FTE enrollment of 327,992.²¹

Funded FTE enrollment in upper division programs in the FCS has risen by approximately 102 percent from 7,584 in 2010-11²² to 15,281 in 2015-16.²³

2+2 Articulation

The SBE and the Board of Governors (BOG) are required to enter into a statewide articulation agreement to preserve Florida's "2+2" system of articulation, facilitate the seamless articulation of student credit across and among Florida's education entities, and reinforce the articulation and admission policies specified in law.²⁴

The articulation agreement must provide that every associate in arts graduate of an FCS institution has met all general education requirements, has indicated a baccalaureate institution and program of interest by the time the student earns 30 semester hours, and must be granted admission to the upper division, with certain exceptions,²⁵ of a state university or an FCS institution that offers a baccalaureate degree.²⁶ However, eligibility for admission to a state university does not provide a transfer student guaranteed admission to the specific university or degree program that the student chooses.²⁷

Targeted Pathway Articulation Agreements

Targeted 2+2 pathway articulation agreements enhance transfer opportunities for students beyond the statewide 2+2 agreement. Criteria included in the agreements support students as they transfer from a FCS institution to a public, private or out of state university. The majority of the agreements guarantee access by ensuring students meet transfer requirements (89%) and meet with a university academic advisor for guidance (80%). Many of the agreements also include a requirement for students to earn an associate in arts prior to transferring to the university (78%). Furthermore, the majority of agreements require the university to advise students enrolled in the transfer program regarding the university's transfer and degree program requirements (76%), ensuring students meet the proper benchmarks and complete prerequisite courses.²⁸ Going above and beyond the 2+2 statewide agreement, 71 percent of agreements guarantee students access to a specific degree program at the university. Table 1 indicates the percent of agreements which include each of the noted criteria.²⁹

²¹ Office of Economic & Demographic Research, *Education Estimating Conference*, Dec. 8, 2016, at 2., available at http://edr.state.fl.us/Content/conferences/communitycolleges/DOE_Handout_120816.pdf.

²² Florida Department of Education, *The Fact Book, Report for the Florida College System, 2016, Fact Book 3.1F. Florida College System FTE Enrollment (Funded) by Program Area, 2010-11 through 2014-15*, available at <http://www.fldoe.org/core/fileparse.php/15267/urlt/FactBook2016.pdf>.

²³ Office of Economic & Demographic Research, *Education Estimating Conference*, Dec. 8, 2016, at 2., available at http://edr.state.fl.us/Content/conferences/communitycolleges/DOE_Handout_120816.pdf.

²⁴ Section 1007.23(1), F.S.

²⁵ Section 1007.23(2)(a), F.S. Exceptions include limited access programs, teacher certification programs, and those requiring an audition.

²⁶ Section 1007.23(2)(a), F.S.

²⁷ Board of Governors Regulation 6.004(2)(b).

²⁸ Florida College System, *2+2 Targeted Pathway Articulation Agreements*, Email response to legislative staff request (March 22, 2017).

²⁹ *Id.*

Table 1. Percent of Targeted 2+2 Pathway Articulation Agreements Including Criteria

Criteria Included in Targeted 2+2 Pathway Articulation Agreements	
Students are guaranteed access to the university.	65%
Students are guaranteed access to a degree program at the university.	71%
Students enroll in the transfer program before completing 30 credit hours.	25%
College credits earned through articulated acceleration mechanisms are counted to enroll students prior to completing 30 credit hours.	27%
Students must complete an associate in arts degree prior to transferring.	78%
Students must meet the university's transfer requirements.	89%
As part of the agreement the university has established a 4-year on-time graduation plan for a baccalaureate degree program, including, but not limited to, a plan for students to complete associate in arts degree programs, general education courses, common prerequisite courses, and elective courses.	33%
The university advises students enrolled in the transfer program about the university's transfer and degree program requirements.	76%
The university provides students who meet the transfer program requirements access to academic advisors.	80%
The university provides students who meet the transfer program requirements access to campus events.	69%

Florida College System institutions partner with state universities to offer 57 targeted 2+2 articulation agreements. FCS institutions have the most 2+2 targeted articulation agreements with the University of Central Florida (9), followed by the University of South Florida (8) and the University of Florida (7). Many FCS institutions partner with universities through specific programs including the University of Central Florida's DirectConnect, University of Florida's UF Connect and the University of South Florida's FUSE program. In addition, FCS institutions partner with private and out of state universities and colleges to offer 121 targeted 2+2 articulation agreements.

Reverse Transfer

The majority of state policies regarding transfer deal specifically with students moving from a 2-year to a 4-year institution.³⁰ Florida has several policies in place to promote this "vertical" transfer concept, including the Statewide Course Numbering System,³¹ common prerequisites,³² general education core requirements,³³ and a statewide articulation agreement³⁴ between FCS institutions and state universities.

Recently, policymakers, national organizations, and institutional practitioners have begun using the term "reverse transfer" to describe a similar process of student mobility with slightly different goals and outcomes.³⁵ Reverse transfer can be defined as "the process of retroactively granting associate degrees to students who did not complete the requirements of an associate degree before they transferred from a 2-year to a 4-year institution."³⁶

³⁰ ECS Education Trends. *Reverse Transfer: The Path Less Traveled* (May 2015), <http://www.ecs.org>. (last visited March 23, 2017).

³¹ Section 1007.24, F.S.

³² Section 1007.25, F.S.

³³ *Id.*

³⁴ Section 1007.23, F.S.

³⁵ ECS Education Trends. *Reverse Transfer: The Path Less Traveled* (May 2015), <http://www.ecs.org>. (last visited March 23, 2017).

³⁶ Laura Hannenmann and Matthew Hazenbush, *On the Move: Supporting Student Transfer*. (Boston, MA: New England Board of Higher Education, 2014), 6.

The Reverse Transfer Project (RTP) was initiated to address challenges relating to data transfer limitations and assist four-year institutions in transferring credit back to two-year institutions to streamline the process of a student retroactively being awarded an associate degree.³⁷ The RTP is managed and originated with the National Student Clearinghouse (NSC) and allows the NSC to be the data exchange provider to facilitate reverse transfer in the states. In phase II of the project, the NSC plans to roll out a “nationwide data mart” for any state providing reverse transfer to its students.³⁸

According to the NSC, 2 million students attended college for 2+ years between 2003-2013, but didn’t earn a degree. In addition, 78 percent of students who transfer from a community college to a 4-year institution, do so prior to earning an associate degree.³⁹ Efforts made by states to award associate degrees to these “partial completers” from the 2-year college from which they transferred, upon completion of associate degree requirements at a 4-year institution, could lead to an increase in educational attainment.

Florida College System Institutions Mission

The primary mission and responsibility of FCS institutions is responding to community needs for postsecondary academic education and career degree education. Florida law specifies the following as the primary mission of FCS institutions:⁴⁰

- Providing lower-level undergraduate instruction and awarding associate degrees.
- Preparing students directly for careers requiring less than baccalaureate degrees.
- Providing student development services to ensure student success.
- Promoting economic development for the state through special programs.
- Providing dual enrollment instruction.
- Providing upper-level instruction and awarding baccalaureate degrees authorized by law.

Additionally, a secondary mission of FCS institutions includes offering programs in:⁴¹

- community services that are not directly related to academic or occupational advancement;
- adult education services; and
- recreational and leisure services.

State Board of Education

The SBE⁴² is the “chief implementing and coordinating body of public education in Florida, except for the State University System (SUS)” and is authorized to adopt rules to implement the provisions of law conferring duties upon the SBE to improve the state system of K-20 public education, except for the SUS.⁴³ The SBE is authorized to delegate its general powers to the Commissioner of Education (commissioner) or the directors of the divisions of the Florida Department of Education (DOE).⁴⁴ The SBE has a duty “to exercise general supervision over the divisions of the DOE as necessary to ensure coordination of education plans and programs and resolve controversies and to minimize problems of articulation and student transfer, to ensure that students moving from one level of education to the next have acquired competencies necessary for satisfactory performance at that level.”⁴⁵

³⁷ National Student Clearinghouse, What Is Reverse Transfer? (Indianapolis, IN: Lumina Foundation, 2014), *available at* <http://www.reversetransfer.org> (Last visited March 23, 2017).

³⁸ *Id.*

³⁹ *Id.*

⁴⁰ Section 1004.65(5), F.S.

⁴¹ Section 1004.65(6), F.S.

⁴² The State Board of Education is established in Art. IX, s. 2, Fla. Const., as “a body corporate and have such supervision of the system of free public education as is provided by law.”

⁴³ Section 1001.02(1), F.S.

⁴⁴ *Id.*

⁴⁵ Section 1001.02(2)(c), F.S.

Department of Education

The DOE is the administrative and supervisory agency under the implementation direction of the SBE.⁴⁶ The commissioner is appointed by the SBE and serves as the executive director of the DOE.⁴⁷ Within the DOE, the DFC⁴⁸ is directed by the chancellor of the FCS,⁴⁹ who oversees the 28 FCS institutions. The Division of Career and Adult Education (DCAE)⁵⁰ is directed by the Chancellor of Career and Adult Education who oversees both secondary and postsecondary career and technical education programs that are under the jurisdiction of district school boards and adult education that is under the jurisdiction of both district school boards and FCS institutions. Both chancellors⁵¹ report directly to the commissioner.

Effect of Proposed Changes

Florida College System Baccalaureate Approval Process

The bill clarifies expectations and state oversight of baccalaureate degree programs offered by FCS institutions. Specifically, the bill:

- Modifies the FCS institution baccalaureate degree approval process to:
 - require FCS institutions to submit a notice of interest into a shared postsecondary database at least 180 days before submission of the notice of intent;
 - require FCS institutions to submit a notice of intent and justification for the proposed baccalaureate degree at least 100 days before submitting the baccalaureate degree proposal;
 - specify that the required justification for the proposed baccalaureate degree include a data-driven analysis of workforce demand, including employment data and projections by the Department of Economic Opportunity, which must be verified by the Chancellor of the FCS;⁵²
 - extend the timeframe from 30 days to 60 days for private regionally-accredited colleges and universities to submit their objections to the proposed baccalaureate degree programs and provide reasons for such objections; and
 - require the SBE to consider input from the SUS Chancellor and the president of the Independent Colleges and Universities of Florida, and any objections before approving or denying a college's proposal.
- Aligns the baccalaureate degree approval process for SPC with the approval process for other FCS institutions.

The bill requires the SBE to annually review each baccalaureate degree program. If a program exhibits negative performance, the SBE must require the institution's board of trustees to either modify or terminate the program.

Additionally, the bill prohibits the colleges from offering bachelor of arts degrees⁵³ and establishes a cap on upper-level, undergraduate FTE enrollment in the FCS while providing flexibility for planned and purposeful growth of baccalaureate degree programs if certain conditions are met. Specifically, the bill:

- specifies that the total upper-level enrollment for the Florida College System may not exceed 20 percent of the combined upper- and lower-level enrollment;

⁴⁶ Section 1001.20(1), F.S.

⁴⁷ Section 20.15(2), F.S.

⁴⁸ *Id.* at (3)(a).

⁴⁹ *Id.* at (4).

⁵⁰ Section 20.15 (3)(c), F.S.

⁵¹ Section 20.15(4), F.S.

⁵² Section 240.3031, F.S. (repealed January 7, 2003, by s. 3, ch. 2000-321).

⁵³ Currently, there are no bachelor of arts degrees offered by community colleges. Florida Department of Education, Agency Analysis of SB 374 (Feb. 2, 2017).

- emphasizes that for any planned and purposeful expansion of existing baccalaureate degree programs or creation of a new baccalaureate program, an FCS institution must demonstrate satisfactory performance in:
 - fulfilling its primary mission as specified in law;⁵⁴ and
 - executing at least one “2+2” targeted pathway articulation agreement specified in law.⁵⁵
- requires each institution to annually report, by September 1 of each year, to the FCS Chancellor regarding the following baccalaureate degree program performance and compliance indicators:
 - obtaining and maintaining appropriate SACSCOC accreditation;
 - maintaining qualified faculty and institutional resources;
 - maintaining student enrollment in previously approved programs;
 - managing fiscal resources appropriately;
 - complying with primary mission and responsibility requirements;
 - other indicators of success, including program completions, employment and earnings outcomes, student acceptance into and performance in graduate programs, and surveys of graduates and employers; and
 - continuing to meet workforce needs, as demonstrated through a data-driven needs assessment that is verified by the FCS Chancellor; and
- requires the FCS Chancellor to compile and summarize institutional reports and submit them to the SBE, the SUS Chancellor, and the Legislature. The summary report must also include the status of system-level compliance with upper-level enrollment limitations.

The bill also reinforces the state’s expectation of college affordability by requiring the college’s program enrollment projections and funding requirements to include the college’s efforts to sustain the program at a cost of tuition and fees for Florida residents not to exceed \$10,000 for the entire degree program, including flexible tuition and fee rates, and the use of waivers authorized by law.⁵⁶

2+2 Targeted Pathway Program

The bill reinforces the state’s intent to assist students enrolled in associate in arts (AA) degree programs to graduate on time, transfer to a baccalaureate degree program, and complete the baccalaureate degree within 4 years. Accordingly, the bill establishes the “2+2” targeted pathway program to strengthen Florida’s “2+2” system of articulation and improve student retention and on-time graduation. Specifically the bill:

- requires each Florida College System institution to execute at least one “2+2” targeted pathway articulation agreement with one or more state universities;
- requires the “2+2” targeted pathway articulation agreement to provide students who meet specified requirements guaranteed access to the state university and baccalaureate degree program in accordance with the terms of the agreement;
- establishes student eligibility criteria to participate in a “2+2” targeted pathway articulation agreement. A student must:
 - enroll in the program before completing 30 credit hours;
 - complete an AA degree; and
 - meet the university’s transfer admission requirements.
- establishes requirements for state universities that execute “2+2” targeted pathway articulation agreements with their partner public college. A state university must:
 - establish a 4-year on-time graduation plan for a baccalaureate degree program;
 - advise students enrolled in the program about the university’s transfer and degree program requirements; and
 - provide students access to academic advisors and campus events, and guarantee admittance to the state university and degree program; and

⁵⁴ Section 1004.65, F.S.

⁵⁵ Section 1007.23, F.S.

⁵⁶ Section 1009.26(11), F.S.

- requires the SBE and BOG to collaborate to eliminate barriers to executing “2+2” targeted pathway articulation agreements.

The “2+2” targeted pathway program is consistent with recent efforts by state universities and Florida College System institutions to strengthen regional articulation. The statewide “2+2” articulation agreement established in law does not require a 4-year graduation plan and does not guarantee access to a specific university or degree program. To provide students a path to on-time graduation in 4 years with a baccalaureate degree, some state universities have established articulation agreements with regional FCS institutions. For instance, the “DirectConnect to UCF” guarantees admission to the University of Central Florida (UCF) with an associate degree from a partner institution, and offers university advising to develop an academic plan and access to UCF campuses for services and events. Similarly, the University of South Florida (USF) “FUSE” program offers students guaranteed admission to a USF System institution. The FUSE program creates an academic pathway that provides a map for taking required courses, advising at USF and the partner institution regarding university requirements, a specially-designed orientation session for 2+2 students at the beginning of the program, and access to USF facilities and events.

The bill also directs SBE, in collaboration with the BOG, to evaluate and report on the status of Florida’s “2+2” system of articulation using the articulation accountability measures outlined in statute.⁵⁷ The SBE and the BOG must submit their report, including findings regarding the effectiveness of the “2+2” articulation system and recommendations for improvement, to the Governor, the President of the Senate and the Speaker of the House of Representatives by December 31, 2017.

Reverse Transfer

The bill requires that the statewide articulation agreement provide for a reverse transfer agreement for FCS institution students who transfer to a state university prior to earning an AA degree. The bill requires that all students be awarded an AA degree by the FCS institution upon completion of degree requirements at the state university if the student earned a majority of the credit hours from the FCS institution. State universities will be required to transfer credits back to the FCS institution so that the AA degree may be awarded by the FCS institution. This will enable students to earn a postsecondary credential regardless of whether they complete a baccalaureate degree at a state university.

Florida College System Institutions Mission

The bill revises the primary mission of FCS institutions to clarify that baccalaureate degree programs must be designed to meet the workforce needs of the institution’s service area and the educational needs of place-bound, non-traditional students.

Governance Study

The bill creates a Governance Study Committee, consisting of 10 members, including the FCS Chancellor, who will serve as chair and be a non-voting member, and the Chancellor for Career and Adult Education who will also be a non-voting member. The President of the Senate and the Speaker of the House shall each appoint one member who is:

- a president of a FCS institution whose service area includes a state university;
- a president of a FCS institution whose service area does not include a state university;
- a director of a career center operated by a district school board; and
- a representative of the business community.

The committee shall conduct a study to review national best practices of governance of undergraduate education and career postsecondary education, including any correlation between the type of governance structure and improved outcomes, accountability, or efficiency in such programs.

⁵⁷ Section 1008.38, F.S.
STORAGE NAME: h0929.PSE
DATE: 3/30/2017

The study must examine effective relationships between business and industry, colleges, and school districts and make recommendations to strengthen such relationships to meet workforce demands and better prepare students for entry into the workforce. In addition, the committee must review the mission of each college and determine whether changes to the academic program offerings of the college have enhanced or undermined the primary mission.

If the committee makes a determination that it is advisable to transfer the administration of FCS institutions and career centers from the SBE to another government entity, then the committee must make recommendations regarding the best methods for accomplishing a transfer and the fiscal impact that a transfer would have on the state.

Administrative support for the committee will be jointly provided by the DFC and the DCAE.

The Committee must submit a report of its findings to the SBE, the Governor, the President of the Senate, and the Speaker of the House no later than October 31, 2017.

B. SECTION DIRECTORY:

Section 1. Amends s. 1004.65, F.S., revising the primary mission of FCS institutions.

Section 2. Amends s. 1007.23, revising the statewide articulation agreement to require a reverse transfer agreement for FCS students who transfer to a state university prior to earning an AA degree; requiring the establishment of a 2+2 targeted pathway articulation agreements.

Section 3. Amends s. 1007.33, F.S., prohibiting FCS institutions from offering bachelor of arts degrees; removing authorization for the board of trustees for SPC to establish certain baccalaureate degree programs; revising the approval process for baccalaureate degree programs proposed by FCS institutions; restricting total upper-level enrollment in the FCS; requiring FCS institutions to report annually, by September 1, to the FCS Chancellor on baccalaureate degree programs; Requiring the FCS Chancellor to compile and summarize institutional information and report, by October 1 each year to the SBE, Chancellor of the SUS, and the Legislature; revising the circumstances under which a baccalaureate degree program may be required to be modified or terminated.

Section 4. Requiring the SBE, in collaboration with the BOG, to evaluate and report on the status of Florida's "2+2" system of articulation by December 31, 2017 to the Governor, the President of the Senate, and the Speaker of the House of Representatives.

Section 5. Creating a Governance Study Committee to conduct a study concerning the governance structure of undergraduate education programs offered by the FCS and postsecondary career education programs offered by district school boards and FCS institutions; requiring a report of findings be submitted, no later than October 31, 2017, to the SBE, the Governor, the President of the Senate, and the Speaker of the House.

Section 6. This bill has an effective date of July, 1 2017.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

None.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

Student who are awarded an associate in arts degree through a reverse transfer agreement may experience a positive economic impact as a result of earning a postsecondary degree.

D. FISCAL COMMENTS:

None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On March 28, 2017, the Post-Secondary Education Subcommittee adopted a proposed committee substitute (PCS) and reported the bill favorably as a committee substitute.

Specifically, the PCS:

- revises the primary mission of Florida College System (FCS) institutions to clarify that baccalaureate degree programs must be designed to meet the workforce needs of the institution's service area and the educational needs of place-bound, non-traditional students;
- requires each FCS institution to execute at least one "2+2" targeted pathway articulation agreement with one or more state universities;
- requires collaboration between State Board of Education (SBE) and Board of Governors (BOG) to eliminate barriers to executing "2+2" targeted pathway articulation agreements;

- requires that the statewide articulation agreement provide for a reverse transfer agreement for FCS institution students who transfer to a state university prior to earning an associate in arts degree;
- prohibits FCS institutions from offering bachelor of arts degrees;
- aligns the St. Petersburg College baccalaureate approval process with that of other FCS institutions;
- modifies the FCS institution baccalaureate degree approval process to require FCS institutions to:
 - submit a notice of interest at least 180 days before submission of the notice of intent;
 - submit a notice of intent and justification at least 100 days before submitting the baccalaureate degree proposal; and
 - provide justification for the proposed baccalaureate degree including a data-driven analysis of workforce demand
- extends the timeframe from 30 days to 60 days for private regionally-accredited colleges and universities to submit their objections to proposed baccalaureate degree programs;
- requires the SBE to consider input from the Chancellor of the State University System (SUS) and the president of the Independent Colleges and Universities of Florida before approving or denying a college's proposal;
- requires the SBE to annually review each baccalaureate degree program and, if a program exhibits negative performance, require the institution's Board of Trustees to modify or terminate the program.
- specifies that the total upper-level enrollment for the Florida College System may not exceed 20 percent of the combined upper- and lower-level enrollment;
- requires an FCS institution to demonstrate satisfactory performance in fulfilling its primary mission and execute at least one "2+2" targeted pathway articulation agreement to expand baccalaureate degree offerings;
- requires each institution to annually report, by September 1 of each year, to the FCS Chancellor regarding baccalaureate degree program performance and compliance indicators;
- requires the FCS Chancellor to compile and summarize institutional reports and submit them to the SBE, the SUS Chancellor, and the Legislature;
- requires FCS baccalaureate proposals to include the college's efforts to sustain the program at a cost of tuition and fees for Florida residents not to exceed \$10,000 for the entire degree program;
- directs SBE, in collaboration with the BOG, to evaluate and report on the status of Florida's "2+2" system of articulation to the Governor, the President of the Senate and the Speaker of the House by December 31, 2017.
- Creates a Governance Study Committee to conduct a study concerning the governance of undergraduate education programs offered by FCS institutions and postsecondary career education programs offered by district school boards and FCS institutions. Requires a report of findings to the SBE, the President of the Senate, and the Speaker of the House no later than October 31, 2017.

The bill analysis is drafted to the Committee Substitute as passed by the Post-Secondary Education Subcommittee.