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A bill to be entitled

An act relating to community college finance; amending s. 2 1001.64, F.S.; providing conditions for certain 3 contracting by community college boards of trustees; 4 authorizing boards of trustees to enter into certain 5 6 short-term loans and contracts and make payments subject 7 to appropriation; authorizing boards of trustees to incur long-term debt according to specified requirements; 8 9 amending s. 1004.70, F.S.; requiring community college boards of trustees to authorize debt incurred by direct-10 support organizations; authorizing delegation for approval 11 of short-term loans and lease-purchase agreements; 12 providing restrictions; amending s. 1009.22, F.S., 13 relating to workforce education postsecondary student 14 fees, and s. 1009.23, F.S., relating to community college 15 16 student fees; revising provisions relating to pledge of fee revenues to repayment of debt by community college 17 boards of trustees; providing requirements for the 18 19 request, issuance, securing, and payment of bonds; revising provisions relating to validation of bonds; 20 providing for limitation of actions; amending s. 1011.84, 21 F.S.; correcting references; providing for transmittal of 22 funds for amounts required for capital improvement revenue 23 24 bond debt service under certain circumstances; providing 25 restrictions; authorizing rules; providing an effective 26 date.

27

28 Be It Enacted by the Legislature of the State of Florida: Page 1 of 18

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29 Section 1. Subsections (26) and (38) of section 1001.64, 30 Florida Statutes, are amended to read: 31 1001.64 Community college boards of trustees; powers and 32 duties. --33 Each board of trustees is authorized to contract for 34 (26)35 the purchase, sale, lease, license, or acquisition in any manner (including purchase by installment or lease-purchase contract 36 37 which may provide for the payment of interest on the unpaid portion of the purchase price and for the granting of a security 38 interest in the items purchased, subject to the provisions of 39 subsection (38) and ss. 1009.22 and 1009.23) of goods, 40 materials, equipment, and services required by the community 41 college. The board of trustees may choose to consolidate 42 43 equipment contracts under master equipment financing agreements 44 made pursuant to s. 287.064. Each board of trustees is authorized to enter into 45 (38)short-term loans and installment, lease-purchase, and other 46 47 financing contracts for a term of not more than 5 years, including renewals, extensions, and refundings. Payments on 48 49 short-term loans and installment, lease-purchase, and other 50 financing contracts pursuant to this subsection shall be subject to annual appropriation by the board of trustees. Each board of 51 52 trustees is authorized to borrow funds and incur long-term debt, including promissory notes, installment sales agreements, lease-53 purchase agreements, certificates of participation, and other 54 similar long-term financing arrangements, only as specifically 55 provided entering into lease purchase agreements and the 56

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57 issuance of revenue bonds as specifically authorized and only 58 for the purposes authorized in ss. 1009.22(6) and (9), and 1009.23(11) and (12), and 215.61(1). At the option of the board 59 60 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 61 combination of revenues authorized to be pledged to bonds 62 63 pursuant to such subsections ss. 1009.22(6) and 1009.23(11) or ss. 1009.22(9) and 1009.23(12). Notwithstanding the provisions 64 65 of this subsection, lease-purchase agreements may be secured by a combination of revenues as specifically authorized pursuant to 66 ss. 1009.22(7) and 1009.23(10). 67 Section 2. Paragraph (e) is added to subsection (4) of 68 section 1004.70, Florida Statutes, to read: 69 70 1004.70 Community college direct-support organizations.--(4) ACTIVITIES; RESTRICTIONS.--71 72 (e) A community college board of trustees must authorize all debt, including lease-purchase agreements, incurred by a 73 74 direct-support organization. Authorization for approval of 75 short-term loans and lease-purchase agreements for a term of not more than 5 years, including renewals, extensions, and 76 77 refundings, for goods, materials, equipment, and services may be 78 delegated by the board of trustees to the board of directors of 79 the direct-support organization. Trustees shall evaluate proposals for debt according to guidelines issued by the 80 Division of Community Colleges. Revenues of the community 81 82 college shall not be pledged to debt issued by direct-support organizations. 83

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

86

1009.22 Workforce education postsecondary student fees.--

87 (6)(a) Each district school board and community college 88 board of trustees may establish a separate fee for capital 89 improvements, technology enhancements, or equipping buildings 90 which may not exceed 5 percent of tuition for resident students 91 or 5 percent of tuition and out-of-state fees for nonresident 92 students. Funds collected by community colleges through the fee these fees may be bonded only for the purpose of financing or 93 94 refinancing new construction and equipment, renovation, or remodeling of educational facilities. The fee shall be collected 95 as a component part of the tuition and fees, paid into a 96 97 separate account, and expended only to construct and equip, 98 maintain, improve, or enhance the certificate career education 99 or adult education facilities of the school district or community college. Projects funded through the use of the 100 101 capital improvement fee must meet the survey and construction 102 requirements of chapter 1013. Pursuant to s. 216.0158, each district school board and community college board of trustees 103 104 shall identify each project, including maintenance projects, 105 proposed to be funded in whole or in part by such fee. Capital improvement fee revenues may be pledged by a board of trustees 106 107 as a dedicated revenue source to the repayment of debt, including lease-purchase agreements, with an overall term of not 108 more than 7 years, including renewals, extensions, and 109 refundings, and revenue bonds_{au} with a term not exceeding to 110 exceed 20 years, and not exceeding to exceed the useful life of 111 Page 4 of 18

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112 the asset being financed, only for the new construction and 113 equipment, renovation, or remodeling of educational facilities. 114 Bonds authorized pursuant to this paragraph shall be requested 115 by the community college board of trustees and shall be issued 116 by the Division of Bond Finance in compliance with s. 11(d), 117 Art. VII of the State Constitution and the State Bond Act. The 118 Division of Bond Finance may pledge fees collected by one or more community colleges, including capital improvement fees 119 120 collected pursuant to s. 1009.23(11), to secure such bonds. Any 121 project included in the approved educational plant survey 122 pursuant to chapter 1013 is approved pursuant to s. 11(f), Art. VII of the State Constitution. Community colleges may use the 123 124 services of the Division of Bond Finance of the State Board of 125 Administration to issue any bonds authorized through the 126 provisions of this subsection. Any such bonds issued by the 127 Division of Bond Finance shall be in compliance with the provisions of the State Bond Act. Bonds issued pursuant to this 128 129 paragraph may the State Bond Act shall be validated in the 130 manner provided by chapter 75. The complaint for such validation shall be filed in the circuit court of the county where the seat 131 132 of state government is situated, the notice required to be published by s. 75.06 shall be published only in the county 133 where the complaint is filed, and the complaint and order of the 134 circuit court shall be served only on the state attorney of the 135 circuit in which the action is pending. A maximum of 15 cents 136 per credit hour may be allocated from the capital improvement 137 fee for child care centers conducted by the district school 138 board or community college board of trustees. The use of capital 139 Page 5 of 18

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140 <u>improvement fees for such purpose shall be subordinate to the</u> 141 payment of any bonds secured by the fees.

142 (b) The state does hereby covenant with the holders of the 143 bonds issued under paragraph (a) that it will not take any 144 action that will materially and adversely affect the rights of 145 such holders so long as the bonds authorized by paragraph (a) 146 are outstanding.

147 Community college boards of trustees and district (9)(a) 148 school boards are not authorized to charge students enrolled in workforce development programs any fee that is not specifically 149 150 authorized by statute. In addition to tuition, out-of-state, financial aid, capital improvement, and technology fees, as 151 authorized in this section, community college boards of trustees 152 153 and district school boards are authorized to establish fee 154 schedules for the following user fees and fines: laboratory 155 fees; parking fees and fines; library fees and fines; fees and fines relating to facilities and equipment use or damage; access 156 157 or identification card fees; duplicating, photocopying, binding, 158 or microfilming fees; standardized testing fees; diploma replacement fees; transcript fees; application fees; graduation 159 160 fees; and late fees related to registration and payment. Such 161 user fees and fines shall not exceed the cost of the services provided and shall only be charged to persons receiving the 162 service. Parking fee revenues may be pledged by a community 163 college board of trustees as a dedicated revenue source for the 164 repayment of debt, including lease-purchase agreements, with an 165 overall term of not more than 7 years, including renewals, 166 extensions, and refundings, and revenue bonds with a term terms 167 Page 6 of 18

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168 not exceeding 20 years and not exceeding the useful life of the 169 asset being financed. Community colleges shall use the services 170 of the Division of Bond Finance of the State Board of Administration to issue any revenue bonds authorized by the 171 172 provisions of this paragraph subsection. Any such bonds issued by the Division of Bond Finance shall be in compliance with the 173 174 provisions of the State Bond Act. Bonds issued pursuant to the 175 State Bond Act may shall be validated in the manner established 176 in chapter 75. The complaint for such validation shall be filed 177 in the circuit court of the county where the seat of state 178 government is situated, the notice required to be published by s. 75.06 shall be published only in the county where the 179 complaint is filed, and the complaint and order of the circuit 180 181 court shall be served only on the state attorney of the circuit 182 in which the action is pending.

183 (b) As provided in this paragraph, a community college 184 board of trustees may, without utilizing the services or 185 obtaining the approval of the Division of Bond Finance, pledge 186 parking fee revenues to debt, including promissory notes, 187 installment sales agreements, lease-purchase agreements, 188 certificates of participation, and other similar financing 189 arrangements, for an overall term of not more than 20 years, 190 including renewals, extensions, refinancings, and refundings, and not exceeding the useful life of the asset being financed as 191 192 long as the interest rate on any fixed-rate financing is lower 193 than the interest rate on such debt as determined by reference to the Municipal Market Data yields listing for the debt-rating 194 195 category most closely comparable to the debt being issued

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196 immediately prior to the date such interest rate on the debt is 197 set. If the Municipal Market Data yields are no longer 198 available, the interest rate shall be lower than the rate 199 determined by reference to a nationally recognized tax-exempt 200 benchmark interest-rate index. The interest rate on any variable-rate financing must be lower than that of a nationally 201 202 recognized tax-exempt variable-rate index. 203 Section 4. Subsections (11) and (12) of section 1009.23, Florida Statutes, are amended to read: 204 205 1009.23 Community college student fees.--Each community college board of trustees may 206 (11) (a) establish a separate fee for capital improvements, technology 207 enhancements, or equipping student buildings which may not 208 209 exceed 10 percent of tuition for resident students or 10 percent of the sum of tuition and out-of-state fees for nonresident 210 students. The fee for resident students shall be limited to an 211 increase of \$2 per credit hour over the prior year. Funds 212 213 collected by community colleges through the fee these fees may 214 be bonded only as provided in this subsection for the purpose of financing or refinancing new construction and equipment, 215 216 renovation, or remodeling of educational facilities. The fee 217 shall be collected as a component part of the tuition and fees, paid into a separate account, and expended only to construct and 218 equip, maintain, improve, or enhance the educational facilities 219 of the community college. Projects funded through the use of the 220 221 capital improvement fee shall meet the survey and construction requirements of chapter 1013. Pursuant to s. 216.0158, each 222 community college shall identify each project, including 223 Page 8 of 18

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224 maintenance projects, proposed to be funded in whole or in part 225 by such fee.

Capital improvement fee revenues may be pledged by a 226 (b) 227 board of trustees as a dedicated revenue source to the repayment 228 of debt, including lease-purchase agreements, with an overall 229 term, including renewals, extensions, and refundings, of not 230 more than 7 years, including renewals, extensions, and refundings, and revenue bonds with a term not exceeding to 231 232 exceed 20 annual maturities and not exceeding to exceed the useful life of the asset being financed, only for financing or 233 refinancing of the new construction and equipment, renovation, 234 or remodeling of educational facilities. Bonds authorized 235 pursuant to through the provisions of this subsection shall be 236 237 requested by the community college board of trustees and shall 238 be issued by the Division of Bond Finance upon the request of 239 the community college board of trustees in compliance with the provisions of s. 11(d), Art. VII of the State Constitution and 240 241 the State Bond Act. The Division of Bond Finance may pledge fees 242 collected by one or more community colleges, including capital improvement fees collected pursuant to s. 1009.22(6), to secure 243 244 such bonds. Any project included in the approved educational 245 plant survey pursuant to chapter 1013 is approved pursuant to s. 11(f) (d), Art. VII of the State Constitution. 246

247 <u>(c) (d)</u> Any validation of the Bonds issued pursuant to this 248 <u>subsection may be validated shall be</u> in the manner provided by 249 chapter 75. Only the initial series of bonds is required to be 250 validated. The complaint for such validation shall be filed in 251 the circuit court of the county where the seat of state Page 9 of 18

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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.

257 <u>(d) (e)</u> A maximum of 15 percent may be allocated from the 258 capital improvement fee for child care centers conducted by the 259 community college. The use of capital improvement fees for such 260 purpose shall be subordinate to the payment of any bonds secured 261 by the fees.

262 (e) (c) The state does hereby covenant with the holders of 263 the bonds issued under this subsection that it will not take any 264 action that will materially and adversely affect the rights of 265 such holders so long as the bonds authorized by this subsection 266 are outstanding.

267 (12) (a) In addition to tuition, out-of-state, financial aid, capital improvement, student activity and service, and 268 269 technology fees authorized in this section, each community 270 college board of trustees is authorized to establish fee schedules for the following user fees and fines: laboratory 271 272 fees; parking fees and fines; library fees and fines; fees and 273 fines relating to facilities and equipment use or damage; access or identification card fees; duplicating, photocopying, binding, 274 or microfilming fees; standardized testing fees; diploma 275 replacement fees; transcript fees; application fees; graduation 276 fees; and late fees related to registration and payment. Such 277 user fees and fines shall not exceed the cost of the services 278 provided and shall only be charged to persons receiving the 279 Page 10 of 18

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280 service. A community college may not charge any fee except as 281 authorized by law or rules of the State Board of Education. Parking fee revenues may be pledged by a community college board 282 283 of trustees as a dedicated revenue source for the repayment of 284 debt, including lease-purchase agreements, with an overall term 285 of not more than 7 years, including renewals, extensions, and 286 refundings, and revenue bonds with a term terms not exceeding 20 287 years and not exceeding the useful life of the asset being financed. Community colleges shall use the services of the 288 Division of Bond Finance of the State Board of Administration to 289 290 issue any revenue bonds authorized by the provisions of this 291 paragraph subsection. Any such bonds issued by the Division of Bond Finance shall be in compliance with the provisions of the 292 293 State Bond Act. Bonds issued pursuant to the State Bond Act may shall be validated in the manner established in chapter 75. The 294 295 complaint for such validation shall be filed in the circuit 296 court of the county where the seat of state government is 297 situated, the notice required to be published by s. 75.06 shall 298 be published only in the county where the complaint is filed, and the complaint and order of the circuit court shall be served 299 300 only on the state attorney of the circuit in which the action is 301 pending.

302 (b) As provided in this paragraph, a community college
 303 board of trustees may, without utilizing the services or
 304 obtaining the approval of the Division of Bond Finance, pledge
 305 parking fee revenues to debt, including promissory notes,
 306 installment sales agreements, lease-purchase agreements,
 307 certificates of participation, and other similar financing

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308	arrangements, for an overall term of not more than 20 years,
309	including renewals, extensions, refinancings, and refundings,
310	and not exceeding the useful life of the asset being financed as
311	long as the interest rate on any fixed-rate financing is lower
312	than the interest rate on such debt as determined by reference
313	to the Municipal Market Data yields listing for the debt-rating
314	category most closely comparable to the debt being issued
315	immediately prior to the date such interest rate on the debt is
316	set. If the Municipal Market Data yields are no longer
317	available, the interest rate shall be lower than the rate
318	determined by reference to a nationally recognized tax-exempt
319	benchmark interest-rate index. The interest rate on any
320	variable-rate financing must be lower than that of a nationally
321	recognized tax-exempt variable-rate index.
322	Section 5. Section 1011.84, Florida Statutes, is amended
323	to read:
324	1011.84 Procedure for determining state financial support
325	and annual apportionment of state funds to each community

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:

330 (1) DETERMINING THE AMOUNT TO BE INCLUDED IN THE COMMUNITY
 331 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
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336 study offered in community colleges. This information and 337 current college operating budgets shall be submitted to the 338 Executive Office of the Governor with the legislative budget 339 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, collegepreparatory 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.

If an adult student has been determined to be a 350 (d) 351 disabled student eligible for an approved educational program 352 for disabled adults provided pursuant to s. 1004.93 and rules of 353 the State Board of Education and is enrolled in a class with 354 curriculum frameworks developed for the program, state funding for that student shall be provided at a level double that of a 355 356 student enrolled in a special adult general education program 357 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

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363 student enrollment for funding through the Community College 364 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.

369 (q) The State Board of Education shall adopt rules to implement s. 9(d)(8)g.f., Art. XII of the State Constitution. 370 371 These rules shall provide for the use of the funds available 372 under s. 9(d)(8)g.f., Art. XII by an individual community 373 college for operating expense in any fiscal year during which 374 the State Board of Education has determined that all major capital outlay needs have been met. Highest priority for the use 375 376 of these funds for purposes other than financing approved 377 capital outlay projects shall be for the proper maintenance and 378 repair of existing facilities for projects approved by the State 379 Board of Education. However, in any fiscal year in which funds 380 from this source are authorized for operating expense other than 381 approved maintenance and repair projects, the allocation of community college program funds shall be reduced by an amount 382 383 equal to the sum used for such operating expense for that 384 community college that year, and that amount shall not be 385 released or allocated among the other community colleges that 386 year.

387 (2) DETERMINING THE AMOUNT TO BE INCLUDED FOR CAPITAL
388 OUTLAY AND DEBT SERVICE.--The amount included for capital outlay
389 and debt service shall be as determined and provided in s. 18,
390 Art. XII of the State Constitution of 1885, as adopted by s.

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391 9(d), Art. XII of the 1968 revised State Constitution and State392 Board of Education rules.

393 (3) REDUCTION FOR AMOUNTS REQUIRED FOR CAPITAL IMPROVEMENT
 394 REVENUE BOND DEBT SERVICE.--

395 If amounts sufficient to fully fund all debt service (a) 396 payments with respect to bonds pledging capital improvement fee 397 revenues under s. 1009.22 or s. 1009.23 that have become due and payable have not been forwarded to the State Board of 398 399 Administration as otherwise required by the proceedings 400 authorizing such bonds, the State Board of Administration, 401 pursuant to its powers and duties under s. 215.69, shall direct the Department of Education to transmit legally available funds 402 403 remaining in the Community College Program Fund appropriated to 404 the community college with insufficient capital improvement fees 405 to pay debt service to the State Board of Administration for 406 such purpose. The Department of Education may adopt rules to allocate such debt service liability among the community 407 408 colleges. 409 (b) No community college may obligate the state to appropriate funds pursuant to this subsection. Such funds are 410 411 only available to the extent appropriated, and nothing in this 412 subsection shall constitute a pledge of the state to continue such appropriations. 413

414 (4) (3) DETERMINING THE APPORTIONMENT FROM STATE FUNDS.- 415 (a) By December 15 of each year, the Department of
 416 Education shall estimate the annual enrollment of each community
 417 college for the current fiscal year and for the 6 subsequent
 418 fiscal years. These estimates shall be based upon prior years'
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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.

432 2. The cost-to-continue allocation, which consists of 433 incremental changes to the base budget, including salaries, 434 price levels, and other related costs allocated through a 435 funding model approved by the Legislature which may recognize 436 differing economic factors arising from the individual 437 educational approaches of the various community colleges, 438 including, but not limited to:

a. Direct Instructional Funding, including class size,
faculty productivity factors, average faculty salary, ratio of
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 ofstudents as well as FTE count and enrollment factors.

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447 d. Library Support, including volume and other448 materials/audiovisual requirements.

e. Special Projects.

f. Operations and Maintenance of Plant, including squarefootage and utilization factors.

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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.

457 4. Operating costs of new facilities adjustments, which 458 shall be provided, from funds available, for each new facility 459 that is owned by the college and is recommended in accordance 460 with s. 1013.31.

461 5. New and improved program enhancements, which shall be462 determined by the Legislature.

464 Student fees in the base budget plus student fee revenues 465 generated by increases in fee rates shall be deducted from the 466 sum of the components determined in subparagraphs 1.-5. The 467 amount remaining shall be the net annual state apportionment to 468 each college.

(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.

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474	(d) The apportionment to each community college district
475	for capital outlay and debt service shall be the amount
476	determined in accordance with subsection (2). This amount, less
477	any amount determined as necessary for administrative expense by
478	the State Board of Education and any amount necessary for debt
479	service on bonds issued by the State Board of Education pursuant
480	to s. 9(d), Art. XII of the 1968 revised State Constitution,
481	shall be transmitted to the community college board of trustees
482	to be expended in a manner prescribed by rules of the State
483	Board of Education.
484	(e) If at any time the unencumbered balance in the general
485	fund of the community college board of trustees approved
486	operating budget goes below 5 percent, the president shall
487	provide written notification to the State Board of Education.
488	(f) Expenditures for apprenticeship programs shall be
489	reported separately.
490	(5) (4) EXPENDITURE OF ALLOCATED FUNDS Subject to the
491	provisions of subsection (3), any funds allocated herein to any
492	community college shall be expended only for the purpose of
493	supporting that community college.
494	(6)(5) REPORT OF REMEDIAL EDUCATIONEach community
495	college board of trustees shall report the volume and cost of
496	remedial education activities as a separate item in its annual
497	cost accounting system.
498	Section 6. This act shall take effect July 1, 2008.

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