

Education Committee

Thursday, March 20, 2014 9:00 a.m. – 11:00 a.m.

102 HOB

Meeting Packet REVISED



AGENDA

Education Committee Thursday, March 20, 2014 9:00 a.m. – 11:00 a.m.

102 HOB

- I. Call to Order/Roll Call
- II. Opening Remarks
- III. Consideration of the following bill(s):
 - CS/HB 115 Public Meetings/University Direct-Support Organization by Pigman
 - HB 377 Educational Facilities Financing by Moraitis
 - CS/HB 7057 Career Centers and Charter Technical Career Centers by, Rodrigues, R.
- IV. Closing Remarks and Adjournment

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CS/HB 115 2014

A bill to be entitled

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An act relating to public meetings; amending s. 1004.28, F.S.; providing an exemption from public meeting requirements for any portion of a meeting of the board of directors of a university direct-support organization, or of the executive committee or other committees of such board, at which any proposal seeking research funding from the organization or a plan or program for either initiating or supporting research is discussed; providing for review and repeal of the exemption; providing a statement of public necessity;

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

Section 1. Subsection (5) of section 1004.28, Florida Statutes, is amended to read:

1004.28 Direct-support organizations; use of property; board of directors; activities; audit; facilities .-

- ANNUAL AUDIT; PUBLIC RECORDS EXEMPTION; PUBLIC MEETINGS EXEMPTION. -
- Each direct-support organization shall provide for an annual financial audit of its accounts and records to be conducted by an independent certified public accountant in accordance with rules adopted by the Auditor General pursuant to s. 11.45(8) and by the university board of trustees. The annual

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providing an effective date.

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audit report shall be submitted, within 9 months after the end of the fiscal year, to the Auditor General and the Board of Governors for review. The Board of Governors, the university board of trustees, the Auditor General, and the Office of Program Policy Analysis and Government Accountability shall have the authority to require and receive from the organization or from its independent auditor any records relative to the operation of the organization. The identity of donors who desire to remain anonymous shall be protected, and that anonymity shall be maintained in the auditor's report.

- (b) All records of the organization other than the auditor's report, management letter, and any supplemental data requested by the Board of Governors, the university board of trustees, the Auditor General, and the Office of Program Policy Analysis and Government Accountability shall be confidential and exempt from the provisions of s. 119.07(1).
- (c) Any portion of a meeting of the board of directors of the organization, or of the executive committee or other committees of such board, at which any proposal seeking research funding from the organization or a plan or program for either initiating or supporting research is discussed is exempt from s. 286.011 and s. 24(b), Art. I of the State Constitution. This paragraph is subject to the Open Government Sunset Review Act in accordance with s. 119.15 and shall stand repealed on October 2, 2019, unless reviewed and saved from repeal through reenactment by the Legislature.

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Section 2. The Legislature finds that it is a public necessity that any portion of a meeting of the board of directors of a direct-support organization established under s. 1004.28, Florida Statutes, or of the executive committee or other committees of such board, at which any proposal seeking research funding from the organization or a plan or program for either initiating or supporting research is discussed should be held exempt from s. 286.011, Florida Statutes, and s. 24(b), Article I of the State Constitution. The resources raised by direct-support organizations are frequently used to initiate, develop, and fund plans and programs for research that routinely contain sensitive proprietary information, including university-connected research projects, which provide valuable opportunities for faculty and students and may lead to future commercial applications. This activity requires the direct-support organization to develop research strategies and evaluate proposals for research grants that routinely contain sensitive or proprietary information, including specific research approaches and targets of investigation, the disclosure of which could injure those conducting the research. Maintaining the confidentiality of research strategies, plans, and proposals is a hallmark of a responsible funding process, is practiced by the National Science Foundation and the National Institutes of Health, and allows for candid exchanges among reviewers. The state has recognized these realities by expressly making most of the records of directsupport organizations confidential and exempt from the state's

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public records requirements, including proposals seeking research funding. Failure to close meetings in which these activities are discussed would significantly undermine the confidentiality of the strategies, plans, and proposals themselves. Without the exemption from public meeting requirements, the release during a public meeting of a proposal seeking research funding from the direct-support organization or a plan or program for either initiating or supporting research would defeat the purpose of the public records exemption. It is therefore the finding of the Legislature that the exemption from public meeting requirements is a public necessity.

Section 3. This act shall take effect October 1, 2014.

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HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/HB 115 Public Meetings/University Direct Support Organization

SPONSOR(S): Government Operations Subcommittee; Pigman

TIED BILLS: IDEN./SIM. BILLS: SB 318

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Higher Education & Workforce Subcommittee	10 Y, 1 N	Ammel	Sherry
2) Government Operations Subcommittee	10 Y, 0 N, As CS	Williamson	Williamson
3) Education Committee		Amme	Mizereck (M

SUMMARY ANALYSIS

University direct-support organizations (DSO) are subject to public record and public meeting laws. Current law provides that certain records held by a DSO are confidential and exempt from public record requirements. There is no similar public meeting exemption for DSO board meetings during which confidential and exempt records are discussed.

The bill creates a public meeting exemption for any portion of a meeting of the board of directors of the DSO, or of a committee of the DSO, in which the board or committee discusses a proposal seeking research funding from the DSO or a plan or program for either initiating or supporting research. The bill provides for repeal of the exemption on October 2, 2019, unless reviewed and saved from repeal by the Legislature. It also provides a statement of public necessity as required by the State Constitution.

The bill does not appear to have a fiscal impact on state or local government.

Article I, s. 24(c) of the State Constitution requires a two-thirds vote of the members present and voting for final passage of a newly created public record or public meeting exemption. The bill creates a public meeting exemption; thus, it requires a two-thirds vote for final passage.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

State Constitution: Open Meetings

Article I, s. 24(b) of the State Constitution sets forth the state's public policy regarding access to government meetings. The section requires that all meetings of any collegial public body of the executive branch of state government or of any collegial public body of a county, municipality, school district, or special district, at which official acts are to be taken or at which public business of such body is to be transacted or discussed, be open and noticed to the public.

Article I, s. 24(c) of the State Constitution authorizes the Legislature to provide exemptions from the open meeting requirements upon a two-thirds vote of both legislative chambers, in a bill that specifies the public necessity giving rise to the exemption.

Government in the Sunshine Law

Public policy regarding access to government meetings also is addressed in the Florida Statutes. Section 286.011, F.S., known as the "Government in the Sunshine Law" or "Sunshine Law," further requires that all meetings of any board or commission of any state agency or authority or of any agency or authority of any county, municipal corporation, or political subdivision, at which official acts are to be taken be open to the public at all times.¹ The board or commission must provide reasonable notice of all public meetings.² Public meetings may not be held at any location that discriminates on the basis of sex, age, race, creed, color, origin or economic status or which operates in a manner that unreasonably restricts the public's access to the facility.³ Minutes of a public meeting must be promptly recorded and be open to public inspection.⁴

Open Government Sunset Review Act

The Open Government Sunset Review Act⁵ provides that a public meeting exemption may be created or maintained only if it serves an identifiable public purpose and the "[I]egislature finds that the purpose is sufficiently compelling to override the strong public policy of open government and cannot be accomplished without the exemption." However, the exemption may be no broader than is necessary to meet one of the following purposes:

- Allows the state or its political subdivisions to effectively and efficiently administer a
 governmental program, which administration would be significantly impaired without the
 exemption;
- Protects sensitive personal information that, if released, would be defamatory or would
 jeopardize an individual's safety; however, only the identity of an individual may be exempted
 under this provision; or
- Protects trade or business secrets.

University Direct-support Organizations

Current law defines "university direct-support organization" (DSO) to mean an organization that is:

 A Florida corporation not for profit incorporated under the provisions of chapter 617, F.S., and approved by the Department of State.

¹ Section 286.011(1), F.S.

² Ibid.

³ Section 286.011(6), F.S.

Section 286.011(2), F.S.

⁵ Section 119.15, F.S.

⁶ Ibid.

⁷ Ibid.

- Organized and operated exclusively to receive, hold, invest, and administer property and to
 make expenditures to or for the benefit of a state university in Florida or for the benefit of a
 research and development park or research and development authority affiliated with a state
 university and organized under part V of chapter 159, F.S.
- An organization that a state university board of trustees, after review, has certified to be operating in a manner consistent with the goals of the university and in the best interest of the state. Any organization that is denied certification by the board of trustees shall not use the name of the university that it serves.⁸

The DSO serves a role in raising private support for university academic, research, and athletic activities. The DSO may establish accounts with the State Board of Administration for investment of funds pursuant to part IV of chapter 218, F.S. The DSO is prohibited from giving any gift to a political committee or committee of continuous existence for any purpose other than those certified by a majority roll call vote of the governing board of the DSO at a regularly scheduled meeting as being directly related to the educational mission of the university. The DSO is prohibited from giving any gift to a political committee or committee or continuous existence for any purpose other than those certified by a majority roll call vote of the governing board of the DSO at a regularly scheduled meeting as being directly related to the educational mission of the university.

DSOs are subject to public record and public meeting laws.¹² Current law provides that the following records held by the DSO are confidential and exempt¹³ from public record requirements:

- · The identity of a donor who desires to remain anonymous; and
- All records of the DSO other than the auditor's report, ¹⁴ management letter, and any supplemental data required by the Board of Governors, the university board of trustees, the Auditor General, and the Office of Program Policy Analysis and Government Accountability. ¹⁵

There is no similar exemption for DSO board meetings during which confidential and exempt records are discussed.

Effect of Proposed Changes

This bill creates a public meeting exemption for meetings of the university DSO. Any portion of a meeting of the board of directors for the DSO, or of the executive committee or other committee of such board, in which the board or committee discusses a proposal seeking research funding from the organization or a plan or program for either initiating or supporting research is discussed is exempt from public meeting requirements.

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⁸ Section 1004.28(1)(a), F.S.

⁹ State University System Board of Governors, 2013 Legislative Bill Analysis for HB 359 (Feb. 14, 2013) (on file with the Higher Education and Workforce Subcommittee).

¹⁰ Section 1004.28(2)(a), F.S.

¹¹ Section 1004.28(4), F.S.

¹² See Palm Beach Community College Foundation, Inc. v. WTFT, Inc., 611 So.2d 588 (Fla. 4th DCA 1993). The Florida Attorney General opined that community college direct-support organizations are subject to Sunshine Law. Op. Att'y Gen. Fla. 05-27 (2005). See also Op. Att'y Gen. Fla. 92-53 (1992) (providing that John and Mable Ringling Museum of Art Foundation, Inc., established pursuant to statute as a not-for-profit corporation to assist the museum in carrying out its functions by raising funds for the museum, is subject to Sunshine Law by virtue of its substantial ties with the museum).

¹³ There is a difference between records the Legislature designates as exempt from public record requirements and those the Legislature deems confidential and exempt. A record classified as exempt from public disclosure may be disclosed under certain circumstances. See WFTV, Inc. v. The School Board of Seminole, 874 So.2d 48, 53 (Fla. 5th DCA 2004), review denied 892 So.2d 1015 (Fla. 2004); City of Riviera Beach v. Barfield, 642 So.2d 1135 (Fla. 4th DCA 1994); Williams v. City of Minneola, 575 So.2d 687 (Fla. 5th DCA 1991). If the Legislature designates a record as confidential and exempt from public disclosure, such record may not be released, by the custodian of public records, to anyone other than the persons or entities specifically designated in the statutory exemption. See Attorney General Opinion 85-62 (August 1, 1985).

¹⁴ Current law requires a DSO to provide for an annual financial audit of its accounts and records conducted by an independent certified public accountant in accordance with certain requirements. The annual audit report must be submitted to the Auditor General and the Board of Governors for review.

¹⁵ Section 1004.28(5), F.S.

The bill provides that the exemption is subject to the Open Government Sunset Review Act and will stand repealed on October 2, 2019, unless reviewed and saved from repeal through reenactment by the Legislature. It provides a statement of public necessity as required by the State Constitution.

B. SECTION DIRECTORY:

Section 1. Amends s. 1004.28, F.S., to create an exemption from public meeting requirements for certain meetings of the board of directors of a university DSO or of the executive committee or other committees of the board; providing for review and repeal of the exemption.

- Section 2. Provides a statement of public necessity.
- Section 3. Provides an effective date of October 1, 2014.

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:

None.

D. FISCAL COMMENTS:

None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

- 1. Applicability of Municipality/County Mandates Provision:
 - Not applicable. This bill does not appear to affect county or municipal governments.
- 2. Other:

Vote Requirement

Article I, s. 24(c) of the State Constitution requires a two-thirds vote of the members present and voting for final passage of a newly created or expanded public record or public meeting exemption. The bill creates a public meeting exemption; thus, it requires a two-thirds vote for final passage.

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Public Necessity Statement

Article I, s. 24(c) of the State Constitution requires a public necessity statement for a newly created or expanded public record or public meeting exemption. The bill creates a public meeting exemption; thus, it includes a public necessity statement.

Breadth of Exemption

Article I, s. 24(c) of the State Constitution requires a newly created public record or public meeting exemption to be no broader than necessary to accomplish the stated purpose of the law. The public necessity statement provides that maintaining the confidentiality of research strategies, plans, and proposals is a hallmark of a responsible funding process, and the state has recognized these realities by expressly making most of the DSO's records confidential and exempt from public record requirements. The release of a proposal seeking research funding from the DSO, or a plan or program for initiating or supporting research, during a public meeting would defeat the purpose of the public record exemption.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On March 5, 2014, the Government Operations Subcommittee adopted an amendment and reported the bill favorably with committee substitute. The amendment removed the public meeting exemption for those portions of DSO meetings wherein donor information is discussed.

The analysis is drafted to the committee substitute as passed by the Government Operations Subcommittee.

STORAGE NAME: h0115d.EDC.DOCX

1 A bill to be entitled 2 An act relating to educational facilities financing; 3 renaming chapter 243, F.S., and part II thereof to 4 conform to changes made by the act; amending ss. 5 243.50, 243.51, 243.52, 243.53, 243.54, 243.59, 6 243.66, 243.67, and 243.73, F.S.; revising provisions 7 relating to the financing of independent nonprofit higher educational facilities to include financing for 8 9 private nonprofit elementary, middle, and secondary schools meeting certain criteria; revising the short 10 title and findings to conform; revising definitions; 11 12 renaming the facilities financing authority to conform; revising powers of the authority, including 13 14 the issuance and payment of bonds, to conform; 15 revising the date for submission of an annual 16 financial report by the authority to the Governor and 17 Legislature; providing an effective date. 18 19 Be It Enacted by the Legislature of the State of Florida: 20 21 Section 1. Chapter 243, Florida Statutes, entitled "Higher 22 Educational Facilities Bonds, " is renamed "Educational 23 Facilities Bonds." Part II of that chapter, entitled "Higher Educational Facilities Financing," is renamed "Educational 24 25 Facilities Financing." Section 2. Section 243.50, Florida Statutes, is amended to 26

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27 read:

243.50 Short title.—Sections 243.50-243.77 may be cited as the "Higher Educational Facilities Financing Act."

Section 3. Section 243.51, Florida Statutes, is amended to read:

243.51 Findings and declarations.—It is the purpose of ss. 243.50-243.77 to provide a measure of assistance and an alternative method enabling private <u>educational</u> institutions <u>in of higher education of</u> this state to provide the facilities and structures that they need and to enable those institutions to coordinate their budgetary needs with the timing of receipt of tuition revenues.

Section 4. Subsections (3) through (8) of section 243.52, Florida Statutes, are amended to read:

243.52 Definitions.—As used in ss. 243.50-243.77, the term:

dormitory or other housing facility, dining hall, student union, administration building, academic building, library, laboratory, research facility, classroom, athletic facility, health care facility, or maintenance, storage, or utility facility, and other structures or facilities related thereto, or required thereto, or required or useful for the instruction of students, or the conducting of research, or the operation of an educational institution, including parking and other facilities or structures, essential or convenient for the orderly conduct

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of such institution and includes equipment and machinery and other similar items necessary or convenient for the operation of a particular facility or structure in the manner for which its use is intended but does not include such items as books, fuel, supplies, or other items that are customarily deemed to result in a current operating charge. The term also dormitory, student service facility, parking facility, administration building, academic building, or library and includes a loan in anticipation of tuition revenues by an educational institution of higher education, as defined in subsection (6).

"Cost," as applied to a project or any portion thereof financed under ss. 243.50-243.77, includes all or any part of the cost of construction and acquisition of all lands, structures, real property, rights, rights-of-way, franchises, easements, and interests acquired or used for a project; the cost of demolishing or removing any buildings or structures on land so acquired, including the cost of acquiring any lands to which the buildings or structures may be removed; the cost of all machinery and equipment, financing charges, and interest before, during, and for a period of 30 months after completion of the construction; provisions for working capital, reserves for principal, interest, and rebate; provisions for extensions, enlargements, additions, and improvements; the cost of engineering, financial, and legal services; the cost of plans, specifications, studies, surveys, estimates of costs and revenues, administrative expenses, and expenses necessary to

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determining the feasibility or practicability of constructing the project; and other expenses necessary for constructing and acquiring the project, financing the construction, and placing the project in operation. In the case of a loan in anticipation of tuition revenues, the term "cost" means the amount of the loan in anticipation of revenues which does not exceed the amount of tuition revenues anticipated to be received by the borrowing institution of higher education in the 1-year period following the date of the loan, plus costs related to the issuance of the loan, or the amount of the bonds, the proceeds of which fund the loans and any related cost of debt service, reserve funds, and rebate associated therewith.

- (5) "Bond" or "revenue bond" means a revenue bond of the authority issued under ss. 243.50-243.77, including a revenue refunding bond, notwithstanding that it may be secured by mortgage or the full faith and credit of a participating institution of higher education or any other lawfully pledged security of a participating institution of higher education.
 - (6) "Educational institution of higher education" means:
- (a) An independent nonprofit college or university that which is located in and chartered by the state; that which is accredited by the Commission on Colleges of the Southern Association of Colleges and Schools; that which grants baccalaureate degrees; and that which is not a state university or Florida College System institution state community college.
 - (b) A private nonprofit elementary, middle, or secondary

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school that is located in and chartered by the state and accredited by the Southern Association of Colleges and Schools.

- (7) "Participating institution" means an educational institution of higher education, as defined in subsection (6), that undertakes the financing and construction or acquisition of a project or undertakes the refunding or refinancing of obligations or of a mortgage or of advances as provided in and permitted by ss. 243.50-243.77.
- (8) "Loan in anticipation of tuition revenues" means a loan to a participating an institution of higher education under circumstances in which tuition revenues anticipated to be received by the institution in any budget year are estimated to be insufficient at any time during the budget year to pay the operating expenses or other obligations of the institution in accordance with the budget of the institution.
- Section 5. Subsections (1) and (2) of section 243.53, Florida Statutes, are amended to read:
- 243.53 Creation of Higher Educational Facilities Financing Authority.—
- (1) There is created a public body corporate and politic to be known as the Higher Educational Facilities Financing Authority. The authority is constituted as a public instrumentality, and the exercise by the authority of the powers conferred by ss. 243.50-243.77 is considered to be the performance of an essential public function. Chapters 119 and 286 apply to the authority.

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The authority shall consist of five members to be appointed by the Governor, subject to confirmation by the Senate. One member shall be a trustee, director, officer, or employee of a participating an institution of higher education. Of the members first appointed, one shall serve for 1 year, one for 2 years, one for 3 years, one for 4 years, and one for 5 years, and in each case until his or her successor is appointed and has qualified. Thereafter, the Governor shall appoint for terms of 5 years each a member or members to succeed those whose terms expire. The Governor shall fill any vacancy for an unexpired term. A member of the authority is eligible for reappointment. Any member of the authority may be removed by the Governor for misfeasance, malfeasance, or willful neglect of duty. Each member of the authority before entering upon his or her duties shall take and subscribe to the oath or affirmation required by the State Constitution. A record of each oath must be filed in the office of the Department of State and with the authority.

Section 6. Section 243.54, Florida Statutes, is amended to read:

- 243.54 Powers of the authority.—The purpose of the authority is to assist <u>participating</u> institutions of higher education in constructing, financing, and refinancing projects throughout the state, and, for this purpose, the authority may:
- (1) Exercise all powers granted to corporations under the Florida Business Corporation Act, chapter 607.

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(2) Have perpetual succession as a body politic and corporate and adopt bylaws for the regulation of its affairs and the conduct of its business.

(3) Adopt an official seal and alter the same at its pleasure.

- (4) Maintain an office at any place in the state that it may designate.
- (5) Sue and be sued in its own name, and plead and be impleaded.
- (6) Make and execute financing agreements, leases, as lessee or as lessor, contracts, deeds, and other instruments necessary or convenient in the exercise of the powers and functions of the authority, including contracts with persons, firms, corporations, federal and state agencies, and other authorities, which state agencies and other authorities are authorized to enter into contracts and otherwise cooperate with the authority to facilitate the financing, construction, leasing, or sale of any project or the institution of any program; engage in sale-leaseback, lease-purchase, lease-leaseback, or other undertakings and provide for the sale of certificates of participation incident thereto; and enter into interlocal agreements in the manner provided in s. 163.01.
- (7) Determine the location and character of any project to be financed under ss. 243.50-243.77 and may:
- (a) Construct, reconstruct, maintain, repair, and lease the project as lessee or lessor.

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(b) Enter into contracts for any of those purposes.

- (c) Designate a participating institution as its agent to determine the location and character of a project undertaken by a participating institution under ss. 243.50-243.77 and, as the agent of the authority, construct, reconstruct, maintain, repair, own, and lease the project as lessee or lessor.
- (8) Issue bonds, bond anticipation notes, and other obligations of the authority for any of its corporate purposes, including the provision of funds to pay all or any part of the cost of any project and to fund or refund the cost of any project as provided in ss. 243.50-243.77.
- (9) Establish rules for the use of a project or any portion thereof and designate a participating institution as its agent to establish rules for the use of a project undertaken by the participating institution.
- (10) Employ consulting engineers, architects, attorneys, accountants, construction and financial experts, superintendents, managers, and other employees and agents as necessary, and fix their compensation.
- (11) Receive and accept from any public agency loans or grants for or in aid of the construction of a project or any portion thereof, and receive and accept loans, grants, aid, or contributions from any source of money, property, labor, or other things of value, to be held, used, and applied only for the purposes for which the loans, grants, aid, and contributions are made.

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(12) Mortgage any project and the site thereof for the benefit of the holders of revenue bonds issued to finance projects or those providing credit for that purpose.

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- (13) Make loans to any participating institution for the cost of a project, including a loan in anticipation of tuition revenues, in accordance with an agreement between the authority and the participating institution. However, a loan may not exceed the total cost of the project as determined by the participating institution and approved by the authority.
- (14) Make loans to a participating institution to refund outstanding obligations, mortgages, or advances issued, made, or given by the participating institution for the cost of a project.
- (15) Charge to and equitably apportion among participating institutions its administrative costs and expenses incurred in the exercise of the powers and duties conferred by ss. 243.50-243.77.
- (16) Contract with an entity as its agent to assist the authority in screening applications of <u>participating</u> institutions of <u>higher education</u> for loans under ss. 243.50-243.77 and receive any recommendations the entity may make.
- (17) Do all things necessary or convenient to carry out the purposes of ss. 243.50-243.77.
- Section 7. Section 243.59, Florida Statutes, is amended to read:
- 234 243.59 Approval required to issue bonds.—The authority is

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created for the purpose of promoting <u>private nonprofit</u> <u>higher</u> education and issuing bonds on behalf of the state, and the Governor may approve any bonds issued by the authority which require approval under federal law.

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Section 8. Section 243.66, Florida Statutes, is amended to read:

243.66 Payment of bonds.—Revenue bonds issued under ss. 243.50-243.77 are not a debt or liability of the authority, any municipality, the state, or any political subdivision thereof, and are not a pledge of the faith and credit of the state, the authority, any municipality, or any political subdivision thereof, but are payable solely from revenues of the authority pertaining to the project relating to the issue; payments by participating institutions of higher education, banks, insurance companies, or others under letters of credit or purchase agreements; investment earnings from funds or accounts maintained under the bond resolution; insurance proceeds; loan funding deposits; proceeds of sales of education loans; proceeds of refunding obligations; and fees, charges, and other revenues of the authority from the project. All revenue bonds must contain on the face thereof a statement to the effect that neither the authority nor any municipality, the state, or any political subdivision thereof is obligated to pay the bond or the interest thereon except from revenues of the project or the portion thereof for which they are issued, and that neither the faith and credit nor the taxing power of the authority, any

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municipality, the state, or any political subdivision thereof is pledged to the payment of the principal of or the interest on the bonds. The issuance of revenue bonds under ss. 243.50-243.77 may not directly, indirectly, or contingently obligate the authority, any municipality, the state, or any political subdivision thereof to levy or to pledge any form of taxation therefor or to make any appropriation for their payment.

Section 9. Subsection (3) of section 243.67, Florida Statutes, is amended to read:

243.67 Rates, rents, fees, and charges.-

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The use and disposition of moneys to the credit of a sinking or other similar fund must be subject to the resolution authorizing the issuance of the bonds or of the trust agreement. Except as otherwise provided in the resolution or the trust agreement, the sinking or other similar fund must be a fund for all revenue bonds issued to finance projects at a particular participating institution of higher education without distinction or priority of one over another. However, the authority in any resolution or trust agreement may provide that the sinking or other similar fund be the fund for a particular project at a participating institution and for payment of the revenue bonds issued to finance that project, and may, additionally, permit and provide for the issuance of revenue bonds having a subordinate lien in respect of the security authorized to other revenue bonds of the authority, and τ in such case, the authority may create separate sinking or other similar

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287 funds in respect of the subordinate lien bonds.

Section 10. Subsection (1) of section 243.73, Florida Statutes, is amended to read:

243.73 Reports; audits.-

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- (1) The authority shall submit to the Governor and the presiding officers of each house of the Legislature, within $\frac{4}{2}$ months after the end of its fiscal year, a complete and detailed report setting forth:
 - (a) Its operations and accomplishments.
- (b) Its receipts and expenditures during its fiscal year in accordance with the categories or classifications established by the authority for its operating and capital outlay purposes.
- (c) Its assets and liabilities at the end of its fiscal year and the status of reserve, special, or other funds.
- (d) A schedule of its bonds outstanding at the end of its fiscal year, together with a statement of the principal amounts of bonds issued and redeemed during the fiscal year.
 - (e) Any other information the authority deems appropriate. Section 11. This act shall take effect July 1, 2014.

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HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #:

HB 377

Educational Facilities Financing

SPONSOR(S): Moraitis, Jr.

TIED BILLS:

IDEN./SIM. BILLS: SB 628

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF			
1) Choice & Innovation Subcommittee	12 Y, 0 N	Beagle	Fudge			
2) Finance & Tax Subcommittee	18 Y, 0 N	Pewitt	Langston			
3) Education Committee		Beagle GB	Mizereck XXI			

SUMMARY ANALYSIS

The Higher Educational Facilities Financing Authority (authority) is a public corporation which assists eligible institutions of higher education in financing and refinancing educational facilities construction. Among other things, the authority may issue tax-exempt or taxable revenue bonds, which are privately financed and not secured by full faith and credit of the state. Financing acquired through the authority may be used for such construction projects as dormitories, parking and student service facilities, administration and academic buildings, libraries, and loans made in anticipation of tuition revenues.

Independent nonprofit colleges or universities which are located in and chartered by the state of Florida; are accredited by the Southern Association of Colleges and Schools (SACS); grant baccalaureate degrees; and are not a state university or community college may participate in educational facilities construction financing through the authority. This includes all 31 institutions belonging to the Independent Colleges and Universities of Florida (ICUF).

The bill renames the "Higher Educational Facilities Financing Authority" as the "Educational Facilities Financing Authority" and adds authorization for private, nonprofit elementary, middle, and secondary schools that are located in and chartered by the state of Florida and accredited by SACS to participate in construction financing through the authority. Accordingly, the term "institution of higher education" is replaced by the terms "educational institution" or "participating institution" throughout Part II of ch. 243, F.S. The bill makes a number of additional nomenclature changes to conform to this expansion of eligibility.

The bill expands the types of projects that the authority may finance by adding:

- Costs for construction of dining halls; student unions; laboratories; research facilities; classrooms; athletic facilities; health care facilities; maintenance, storage, or utility facilities; and related facilities or structures required or useful for the instruction of students, research, or the operation of an educational institution, e.g., parking; and
- Certain purchases of equipment and machinery.

Books, fuel, supplies, or other items which are customarily deemed to be operating costs may not be financed.

The Revenue Estimating Conference met on February 14, 2014, and estimated that the bill would have no impact on state or local revenues.

The bill takes effect July 1, 2014.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives. STORAGE NAME: h0377d.EDC.DOCX

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

The Higher Educational Facilities Financing Authority (authority) is a public corporation which assists eligible institutions of higher education in financing and refinancing educational facilities construction. Participation in financing through the authority is limited to independent nonprofit colleges or universities which are located in and chartered by the state of Florida; are accredited by the Southern Association of Colleges and Schools (SACS); grant baccalaureate degrees; and are not a state university or community college. This includes all 31 institutions belonging to the Independent Colleges and Universities of Florida (ICUF).

Among other things, the authority may issue tax-exempt or taxable revenue bonds; acquire real estate; contract; and execute loans, leases, and other legal instruments. Bonds issued by the authority are privately financed, are not secured by the full faith and credit of the state, and do not constitute an obligation of the state. The authority may not enter into a financing agreement with a participating institution unless the institution demonstrates that it is financially responsible and capable of fulfilling its obligations under the agreement.

The authority may only finance such projects as dormitories, parking and student service facilities, administration and academic buildings, libraries, and loans made in anticipation of tuition revenues.⁷ Financing may be provided for project costs related to construction and land acquisition; machinery and equipment; financing charges and interest; provisions for working capital; reserves for principal, interest, and rebate; provisions for extensions, enlargements, additions, and improvements; engineering, financial, and legal services; and construction planning and cost estimating.⁸

Currently, the authority and participating institutions are exempt from taxes or assessments related to a project or any property acquired for a project and any tax on income from those projects. Any bonds issued by the authority, any security for the bonds, the transfer of the bonds, and the income from the bonds (including profit on their sale) and notes, mortgages, security agreements, letters of credit, or other instruments are also exempt from taxation of any kind by the state or any local unit, political subdivision, or other instrumentality of the state. This tax exemption does not apply to income taxes imposed on corporations under ch. 220, F.S.⁹

¹ Part II, ch. 243, F.S.

² Section 243.52(6), F.S. The law defines the terms "institution of higher education" and "participating institution" to be synonymous. See s. 243.52(6) and (7), F.S.

³ See Independent Colleges and Universities of Florida, About Us, http://www.icuf.org/newdevelopment/about-icuf/ (last visited Feb. 3, 2014). ICUF institutions include Adventist University of Health Sciences, Ave Maria University, Barry University, Beacon College, Bethune-Cookman University, Clearwater Christian College, Eckerd College, Edward Waters College, Embry-Riddle Aeronautical University, Everglades University, Flagler College, Florida College, Florida Institute of Technology, Florida Memorial University, Florida Southern College, Hodges University, Jacksonville University, Keiser University, Lynn University, Nova Southeastern University, Palm Beach Atlantic University, Ringling College of Art and Design, Rollins College, St. Leo University, Southeastern University, St. Thomas University, Stetson University, The University of Tampa, University of Miami, Warner University, and Webber International University. Independent Colleges and Universities of Florida, School Websites, http://www.icuf.org/newdevelopment/schools/ (last visited Feb. 3, 2014).

⁴ Section 243.54, F.S.

⁵ Section 243.64, F.S.; Email, Independent Colleges and Universities of Florida, General Counsel (Feb. 3, 2014).

⁶ Section 243.58(2), F.S.

⁷ Section 243.52(3), F.S.

⁸ Section 243.52(4), F.S.

⁹ Section 243.70, F.S.

The authority's board consists of five members appointed by the Governor.¹⁰ The board must submit an annual report regarding its activities to the Governor and presiding officers of each house of the Legislature within two months of the end of its fiscal year.¹¹

Similar opportunities for higher educational facilities construction financing assistance are available through County Higher Educational Facilities Authorities (CHEFFA). However, since codified in 1969, CHEFFAs exist in only seven counties. The Higher Educational Facilities Financing Authority was codified in 2001, in part, to extend such assistance to eligible institutions of higher education located in counties without a CHEFFA. A more extensive list of projects may be financed through a CHEFFA. Allowable projects include:

- Costs for construction of dormitories or student housing; dining halls; student unions; administration or academic buildings; libraries; laboratories; research facilities; classrooms; athletic facilities; health care facilities; maintenance, storage, or utility facilities; and related facilities or structures required or useful for the instruction of students, research, or the operation of an educational institution, e.g., parking;
- · Certain purchases of equipment and machinery; and
- A loan in anticipation of tuition revenues.

Books, fuel, supplies, or other items which are customarily deemed to be operating costs may not be financed through a CHEFFA.¹⁴

Effect of Proposed Changes

The bill renames the "Higher Educational Facilities Financing Authority" as the "Educational Facilities Financing Authority" and adds authorization for private, nonprofit elementary, middle, and secondary schools that are located in and chartered by the state of Florida and accredited by SACS to participate in construction financing through the authority. Accordingly, the term "institution of higher education" is replaced by the terms "educational institution" or "participating institution" throughout Part II of ch. 243, F.S. Under the bill, the term "chartered by the state" refers to the private school's incorporation status with the state, and not status as a charter school. Charter schools are public schools and the charter, in that context, is a performance contract with its sponsor, typically a district school board.

The bill replaces the definition of "project" currently applicable to financing of construction projects through the authority with the broader definition currently applicable to CHEFFAs. Thus, allowable projects are expanded to add:

- Costs for construction of dining halls; student unions; laboratories; research facilities; classrooms; athletic facilities; health care facilities; maintenance, storage, or utility facilities; and related facilities or structures required or useful for the instruction of students, research, or the operation of an educational institution, e.g., parking; and
- Certain purchases of equipment and machinery.

Books, fuel, supplies, or other items which are customarily deemed to be operating costs may not be financed through the authority.

Private schools that qualify to participate in construction financing through the authority will be eligible for the tax exemptions currently available to eligible institutions. Additionally, the bill extends the

¹⁰ Section 243.53(2), F.S.

¹¹ Section 243.73(1), F.S.

¹² Chapter 69-345, L.O.F., *codified as* Part I, ch. 243, F.S.; Email, Independent Colleges and Universities of Florida, General Counsel (Feb. 3, 2014).

¹³ Chapter 2001-79, L.O.F.

¹⁴ Section 243.20(5), F.S.

deadline for the authority's annual report from two months to four months after the end of the fiscal year.

B. SECTION DIRECTORY:

Section 1. Renames ch. 243, F.S., as "Educational Facilities Bonds" and Part II of ch. 243, F.S., as "Educational facilities financing."

Section 2. Amends s. 243.50, F.S., relating to Short title.

Section 3. Amends s. 243.51, F.S., relating to Findings and declarations.

Section 4. Amends s. 243.52, F.S., relating to Definitions.

Section 5. Amends s. 243.53, F.S., relating to Creation of Higher Educational Facilities Financing Authority.

Section 6. Amends s. 243.54, F.S., relating to Powers of the authority.

Section 7. Amends s. 243.59, F.S., relating to Approval required to issue bonds.

Section 8. Amends s. 243.66, F.S., relating to Payment of bonds.

Section 9. Amends s. 243.67, F.S., relating to Rates, rents, fees, and charges.

Section 10. Amends s. 243.73, F.S., relating to Reports; audits.

Section 11. Provides an effective date of July 1, 2014.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

The Revenue Estimating Conference met on February 14, 2014, and estimated that the bill would have no impact on state revenues.

2. Expenditures:

None.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

The bill extends opportunities to participate in tax-exempt educational facilities construction financing to private, nonprofit, SACS accredited elementary, middle, and secondary schools. This will likely reduce costs incurred for construction and financing; however, the amount of the reduction is indeterminate.

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D. FISCAL COMMENTS:
None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

- Applicability of Municipality/County Mandates Provision:
 Not Applicable. This bill does not appear to affect county or municipal governments.
- 2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

None.

STORAGE NAME: h0377d.EDC.DOCX

COMMITTEE/SUBCOMMITTEE AMENDMENT

Bill No. CS/HB 7057 (2014)

Amendment No. 1

COMMITTEE/SUBCOMMIT	TEE ACTION
ADOPTED	(Y/N)
ADOPTED AS AMENDED	(Y/N)
ADOPTED W/O OBJECTION	<u> </u>
FAILED TO ADOPT	(Y/N)
WITHDRAWN	(Y/N)
OTHER	

Committee/Subcommittee hearing bill: Education Committee Representative Rodrigues, R. offered the following:

Amendment

Remove line 53 and insert:

or acquire and operate a career center previously established. A

center that obtains approval to change its name to "technical

college" pursuant to subsection (7) remains under the control of

the district school board of the school district in which the

center is located.

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COMMITTEE/SUBCOMMITTEE AMENDMENT Bill No. CS/HB 7057 (2014)

Amendment No.2

	COMMITTEE/SUBCOMMITTEE ACTION	
	ADOPTED (Y/N)	
	ADOPTED AS AMENDED (Y/N)	
	ADOPTED W/O OBJECTION (Y/N)	
	FAILED TO ADOPT (Y/N)	
	WITHDRAWN (Y/N)	
	OTHER	
1	Committee/Subcommittee hearing bill: Education Committee	
. 2	Representative Rodrigues, R. offered the following:	
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4	Amendment	
5	Remove lines 163-166 and insert:	
6	designation "technical college" if the center:	
7	(a) offers college credit certificate programs or has been	
8	authorized to offer associate in applied science degree programs	3
9	pursuant to subsection (5);	
10	(b) Offers only career and technical education programs	
11	that are approved by an accrediting agency recognized by the	
12	United States Department of Education; and	
13	(c) Confirms that at least 75 percent of the career and	
14	technical education programs with enrollment during the current	
15	school year lead to an industry certification or licensure.	
16		

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COMMITTEE/SUBCOMMITTEE AMENDMENT Bill No. CS/HB 7057 (2014)

Amendment No. 3

COMMITTEE/SUBCOMMI	TTEE ACTION
ADOPTED	(Y/N)
ADOPTED AS AMENDED	(Y/N)
ADOPTED W/O OBJECTION	(Y/N)
FAILED TO ADOPT	(Y/N)
WITHDRAWN	(Y/N)
OTHER	

Committee/Subcommittee hearing bill: Education Committee Representative Rodrigues, R. offered the following:

Amendment

Remove lines 330-344 and insert:

contact or credit hour shall increase at the beginning of each fall semester at a rate equal to inflation, unless otherwise provided in the General Appropriations Act. If the rate is not provided in the General Appropriations Act The Office of Economic and Demographic Research shall report the rate of inflation to the President of the Senate, the Speaker of the House of Representatives, the Governor, and the State Board of Education each year prior to March 1. For purposes of this paragraph, the rate of inflation shall be defined as the rate of the 12 month percentage change in the Consumer Price Index for All Urban Consumers, U.S. City Average, All Items, or successor reports as reported by the United States Department of Labor,

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COMMITTEE/SUBCOMMITTEE AMENDMENT Bill No. CS/HB 7057 (2014)

Amendment No. 3

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CS/HB 7057 . 2014

A bill to be entitled 1 2 An act relating to career centers and charter 3 technical career centers; amending s. 1001.44, F.S.; authorizing a career center to offer college credit 4 5 courses applicable toward specific certificates or 6 degrees; providing a process for approval to offer 7 specific degree programs; requiring the State Board of 8 Education to adopt rules; authorizing a career center 9 to change the institution's name; amending s. 1002.34, 10 F.S.; authorizing a charter technical career center to 11 offer college credit courses applicable toward 12 specific certificates or degrees; providing an 13 approval process; authorizing a charter technical 14 career center to change the institution's name; 15 amending s. 1004.02, F.S., relating to definitions; renaming the applied technology diploma program as the 16 17 college credit certificate program and clarifying the 18 program; amending ss. 1007.23 and 1007.25, F.S.; 19 conforming provisions; amending s. 1009.22, F.S.; 20 revising and clarifying tuition and fees for specific 21 workforce education programs; amending ss. 1009.53, 22 1009.532, and 1009.536, F.S.; conforming provisions; 23 reordering and amending s. 1011.80, F.S., relating to 24 funds for operation of workforce education programs; 25 conforming provisions; authorizing a career center to 26 offer associate in applied science degree programs;

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27 requiring school districts and Florida College System 28 institutions to maintain certain records; revising 29 operational and performance funding calculation and 30 allocation for workforce education programs; deleting 31 provisions relating to a program to assist in 32 responding to needs of new and expanding businesses; 33 correcting a cross-reference; providing an effective 34 date. 35 Be It Enacted by the Legislature of the State of Florida: 36 37 38 Section 1. Section 1001.44, Florida Statutes, is amended 39 to read: 40 (Substantial rewording of section. See 41 s. 1001.44, F.S., for present text.) 42 1001.44 Career centers.— 43 (1) In order to provide additional career pathways, career 44 centers shall support and enhance a competitive workforce by offering high-quality career and technical education programs 45 that prepare graduates for current and emerging careers. 46 47 (2)(a) A career center is an educational institution that 48 offers postsecondary career and technical education programs and 49 is under the control of the district school board of the school 50 district in which the center is located. A district school 51 board, after first obtaining the approval of the Commissioner of

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Education, may organize, establish, and operate a career center

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

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or acquire and operate a career center previously established.

- (b) The district school boards of two or more contiguous districts may, after first obtaining the approval of the commissioner, enter into an agreement to organize, establish, and operate, or acquire and operate, a career center under this section.
- (3) A career center shall maintain an academic transcript for each student enrolled in the center. A student's transcript shall include each course completed, credit earned, and credentials earned by the student. Each course shall be delineated by the course prefix and title assigned pursuant to s. 1007.24. A career center shall make each student's transcript available to that student.
- (4) A career center may offer college credit courses applicable toward a college credit certificate or an associate in applied science degree through a partnership with a Florida College System institution or through direct authority to award such certificates and degrees. A career center must submit a proposal to the State Board of Education for approval before offering and awarding associate in applied science degrees.
- (5) The process for a career center to offer an associate in applied science degree program shall be as follows:
- (a) The career center shall submit a notice of its intent to propose an associate in applied science degree program to the Division of Career and Adult Education and the Florida College System institution in its service area 45 days before submitting

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the proposal. The notice must include a brief description of the program, the geographic region to be served, and an estimated timeframe for implementation. The notice must also include evidence that the career center engaged in need, demand, and impact discussions with the Florida College System institution in its service area.

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- (b) A proposal to offer an associate in applied science degree program shall be submitted to the Division of Career and Adult Education and, at a minimum, include:
- 1. A description of the planning process and timeline for implementation.
- 2. An analysis of workforce demand and unmet need for graduates of the program on a district or regional basis, as appropriate, including evidence from entities independent of the institution.
- 3. Identification of the facilities, equipment, and library and academic resources that will be used to deliver the program.
- 4. A cost analysis of creating a new associate in applied science degree program.
- 5. The program's admission requirements, academic content, curriculum, faculty credentials, student-to-teacher ratios, and accreditation plan.
- 6. Feedback from the Florida College System institution regarding the notice of intent pursuant to paragraph (a).
 - $\overline{\mbox{7.}}$ The program's enrollment projections and funding

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105 requirements.

- 8. A description of outcome measures that will be used to determine success, including, but not limited to, program completions, placements, licensures, and feedback of employer satisfaction with the job performance of graduates.
- 9. A plan that describes how the career center's college credit courses will meet the equivalent faculty credential standards for inclusion in the statewide course numbering system pursuant to s. 1007.24(7).
 - 10. A plan of action if the program is terminated.
- (c) The Division of Career and Adult Education shall review the proposal, notify the career center, in writing, of any deficiencies within 30 days after receipt of the proposal, and provide the center with an opportunity to correct the deficiencies.
- (d) Within 45 days after receipt of the finalized proposal by the Division of Career and Adult Education, the commissioner shall recommend approval or disapproval of the proposal to the state board. The state board shall consider the recommendation and the proposal at the next scheduled meeting, adhering to appropriate meeting notice requirements. If the state board disapproves the career center proposal, it shall provide the center with a written explanation for that determination. The state board's action is not subject to the provisions of the Administrative Procedure Act.
 - (e) After approval by the state board to offer its first

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131	associate in applied science degree program, the career center
132	must obtain accreditation as an associate-in-applied-science-
133	degree-granting institution from an accrediting agency that is
134	recognized by the United States Department of Education.
135	(f) A career center shall notify the appropriate
136	accrediting agency of subsequent degree programs that are
137	approved by the state board.
138	(g) A career center shall annually, and upon request of
139	the state board, the Chancellor of Career and Adult Education,
140	or the Legislature, report its status using the following
141	performance and compliance indicators:
142	1. Obtaining and maintaining appropriate accreditation.
143	2. Maintaining qualified faculty and institutional
144	resources.
145	3. Maintaining enrollment in previously approved programs.
146	4. Managing fiscal resources appropriately.
147	5. Measuring program success, including program
148	completions, placements, licensures, and employer satisfaction
149	with the job performance of graduates.
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151	The state board, upon review of the performance and compliance
152	indicators, may require a career center to modify or terminate
153	an associate in applied science degree program authorized under
154	this section.
155	(6) The state board shall adopt rules providing guidelines
156	for receiving, reviewing, and approving proposals to offer

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associate in applied science degree programs. The rules shall establish an annual timeframe by which proposals must be received. The rules shall also require that a presentation be made to assist the state board in its decision.

(7) With the approval of its district school board, a career center may change the institution's name and use the designation "technical college" if the center offers college credit certificate programs or has been authorized to offer associate in applied science degree programs pursuant to subsection (5).

Section 2. Paragraphs (b) and (g) of subsection (11) of section 1002.34, Florida Statutes, are amended, and paragraphs (h) and (i) are added to that subsection, to read:

1002.34 Charter technical career centers.-

(11) FUNDING.-

- (b) Each district school board and Florida College System institution that sponsors a charter technical career center shall pay directly to the center an amount stated in the charter. State funding shall be generated for the center for its student enrollment and program outcomes as provided in law. A center is eligible for funding from workforce education funds, the Florida Education Finance Program, and the Florida College System Program Fund, depending upon the programs offered conducted by the center, pursuant to s. 1011.80.
- (g) A center must <u>describe</u> define in the charter agreement the delivery system in which the instructional offering of

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educational services will be placed. The rules governing this delivery system must be applied to all of the center's students and must authorize all other sponsoring educational systems to report required enrollment and student data based solely on the rules of the offering institution. Each sponsor shall earn full-time equivalent membership for each student for funding and reporting purposes.

- (h) A center may offer college credit courses applicable toward a college credit certificate or an associate in applied science degree through a partnership with a Florida College System institution or through direct authority to award such certificates and degrees. A center must submit a proposal to the State Board of Education for approval before offering and awarding associate in applied science degrees, as prescribed in s. 1001.44(5).
- (i) With the approval of its board of directors, a center may change the institution's name and use the designation "technical college" if the center offers college credit certificate programs or has been authorized to offer associate in applied science degree programs pursuant to s. 1001.44(5).
- Section 3. Subsections (8) and (26) of section 1004.02, Florida Statutes, are amended to read:
 - 1004.02 Definitions.—As used in this chapter:
- (8) "College credit certificate program" "Applied technology diploma program" means a course of study that is part of a technical degree program, is less than 60 credit hours, and

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leads to employment in a specific occupation. An applied technology diploma program may consist of either technical credit or college credit. A public school district may offer an applied technology diploma program only as technical credit, with college credit awarded to a student upon articulation to a Florida College System institution. Statewide articulation among public schools and Florida College System institutions is guaranteed by s. 1007.23, and is subject to guidelines and standards adopted by the State Board of Education pursuant to ss. 1007.24 and 1007.25.

- (26) "Workforce education" means adult general education or career education and may consist of a continuing workforce education course or a program of study leading to an occupational completion point, a career certificate, a college credit certificate an applied technology diploma, or a career degree.
- Section 4. Subsections (1) and (4) of section 1007.23, Florida Statutes, are amended to read:
 - 1007.23 Statewide articulation agreement.
- (1) The State Board of Education and the Board of Governors shall enter into a statewide articulation agreement which the State Board of Education shall adopt by rule. The agreement must preserve Florida's "2+2" system of articulation, facilitate the seamless articulation of student credit across and among Florida's educational entities, and reinforce the provisions of this chapter by governing:

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(a) Articulation between secondary and postsecondary education. $\boldsymbol{\div}$

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- (b) Admission of associate in arts degree graduates from Florida College System institutions and state universities.
- (c) Admission of college credit certificate applied technology diploma program graduates from Florida College System institutions or career centers.
- (d) Admission of associate in science degree and associate in applied science degree graduates from Florida College System institutions.*
- (e) The use of acceleration mechanisms, including nationally standardized examinations through which students may earn credit.
- (f) General education requirements and statewide course numbers as provided for in ss. 1007.24 and 1007.25.7 and
 - (g) Articulation among programs in nursing.
- (4) The articulation agreement must guarantee the statewide articulation of appropriate workforce development programs and courses between school districts and Florida College System institutions and specifically provide that every college credit certificate applied technology diploma graduate must be granted the same amount of credit upon admission to an associate in science degree or associate in applied science degree program unless it is a limited access program. Preference for admission must be given to graduates who are residents of Florida.

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Section 5. Subsections (2) and (11) of section 1007.25, Florida Statutes, are amended to read:

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1007.25 General education courses; common prerequisites; other degree requirements.—

- (2) The department shall identify postsecondary career education programs offered by Florida College System institutions and district school boards. The department shall also identify career courses designated as college credit courses applicable toward a college credit certificate career education diploma or degree. Such courses must be identified within the statewide course numbering system.
- (11) The Commissioner of Education shall appoint faculty committees representing both Florida College System institution and public school faculties to recommend to the commissioner for approval by the State Board of Education a standard program length and appropriate occupational completion points for each postsecondary career certificate program, college credit certificate diploma, and degree offered by a school district or a Florida College System institution.

Section 6. Subsection (3) of section 1009.22, Florida Statutes, is amended to read:

- 1009.22 Workforce education postsecondary student fees.-
- (3)(a) Except as otherwise provided by law, fees for students who are nonresidents for tuition purposes must offset the full cost of instruction. Residency of students <u>pursuing a career certificate</u>, college credit certificate, or an associate

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in applied science degree shall be determined as required in s. 1009.21. Fee-nonexempt students enrolled in applied academics for adult education instruction shall be charged fees equal to the fees charged for adult general education programs. Each Florida College System institution that conducts developmental education and applied academics for adult education instruction in the same class section may charge a single fee for both types of instruction.

- (b) Fees for continuing workforce education shall be locally determined by the district school board or Florida College System institution board. Expenditures for the continuing workforce education program provided by the Florida College System institution or school district must be fully supported by fees. Enrollments in continuing workforce education courses may not be counted for purposes of funding full-time equivalent enrollment.
- career certificate or an applied technology diploma, the standard tuition shall be \$2.22 per contact hour for residents and nonresidents and the out-of-state fee shall be \$6.66 per contact hour. For adult general education programs, a block tuition of \$45 per half year or \$30 per term shall be assessed for residents and nonresidents, and the out-of-state fee shall be \$135 per half year or \$90 per term. Each district school board and Florida College System institution board of trustees shall adopt policies and procedures for the collection of and

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accounting for the expenditure of the block tuition. All funds received from the block tuition shall be used only for adult general education programs. Students enrolled in adult general education programs may not be assessed the fees authorized in subsection (5), subsection (6), or subsection (7).

- (d) For programs leading to a career certificate, the standard tuition shall be \$2.33 per contact hour for residents and nonresidents and the out-of-state fee shall be \$6.66 per contact hour in addition to the standard tuition of \$2.33 per contact hour. For programs leading to a college credit certificate or an associate in applied science degree, the standard tuition shall be \$71.98 per college credit hour for residents and nonresidents and the out-of-state fee shall be \$215.94 per credit hour in addition to the standard college credit hour rate of \$71.98.
- (e) (d) Beginning with the 2008-2009 fiscal year and each year thereafter, The tuition and the out-of-state fee per contact hour shall increase at the beginning of each fall semester at a rate equal to inflation, unless otherwise provided in the General Appropriations Act. The Office of Economic and Demographic Research shall report the rate of inflation to the President of the Senate, the Speaker of the House of Representatives, the Governor, and the State Board of Education each year before prior to March 1. For purposes of this paragraph, the rate of inflation shall be defined as the rate of the 12-month percentage change in the Consumer Price Index for

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All Urban Consumers, U.S. City Average, All Items, or successor reports as reported by the United States Department of Labor, Bureau of Labor Statistics, or its successor for December of the previous year. In the event the percentage change is negative, the tuition and out-of-state fee shall remain at the same level as the prior fiscal year.

- $\underline{(f)}$ (e) Each district school board and each Florida College System institution board of trustees may adopt tuition and out-of-state fees that may vary no more than 5 percent below and 5 percent above the combined total of the standard tuition and out-of-state fees established in paragraph $\underline{(d)}$ (e).
- (f) The maximum increase in resident tuition for any school district or Florida College System institution during the 2007-2008 fiscal year shall be 5 percent over the tuition charged during the 2006-2007 fiscal year.
- (g) The State Board of Education may adopt, by rule, the definitions and procedures that district school boards and Florida College System institution boards of trustees shall use in the calculation of cost borne by students.
- Section 7. Subsection (1) of section 1009.53, Florida Statutes, is amended to read:
 - 1009.53 Florida Bright Futures Scholarship Program.-
- (1) The Florida Bright Futures Scholarship Program is created to establish a lottery-funded scholarship program to reward any Florida high school graduate who merits recognition of high academic achievement and who enrolls in a degree

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365 program, certificate program, or college credit certificate 366 applied technology program at an eligible Florida public or 367 private postsecondary education institution within 3 years of 368 graduation from high school. 369 Section 8. Paragraph (c) of subsection (3) of section 370 1009.532, Florida Statutes, is amended to read: 371 1009.532 Florida Bright Futures Scholarship Program; 372 student eligibility requirements for renewal awards.-373 (3)374 A student who is initially eligible in the 2012-2013 (C) 375 academic year and thereafter may receive an award for a maximum 376 of 100 percent of the number of credit hours required to 377 complete an associate degree program, a baccalaureate degree 378 program, or a postsecondary career certificate program or, for a 379 Florida Gold Seal Vocational Scholars award, may receive an 380 award for a maximum of 100 percent of the number of credit hours 381 or equivalent clock hours required to complete one of the 382 following at a Florida public or nonpublic education institution that offers these specific programs: for a college credit 383 384 certificate an applied technology diploma program as defined in 385 s. 1004.02(8), up to 60 credit hours or equivalent clock hours; 386 for a technical degree education program as defined in s. 387 1004.02(14), up to the number of hours required for a specific

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degree not to exceed 72 credit hours or equivalent clock hours;

1004.02(21), up to the number of hours required for a specific

or for a career certificate program as defined in s.

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certificate not to exceed 72 credit hours or equivalent clock hours. A student who transfers from one of these program levels to another program level becomes eligible for the higher of the two credit hour limits.

Section 9. Paragraph (c) of subsection (4) of section 1009.536, Florida Statutes, is amended to read:

1009.536 Florida Gold Seal Vocational Scholars award.—The Florida Gold Seal Vocational Scholars award is created within the Florida Bright Futures Scholarship Program to recognize and reward academic achievement and career preparation by high school students who wish to continue their education.

(4)

 academic year and thereafter may earn a Florida Gold Seal Vocational Scholarship for a maximum of 100 percent of the number of credit hours or equivalent clock hours required to complete one of the following at a Florida public or nonpublic education institution that offers these specific programs: for a college credit certificate an applied technology diploma program as defined in s. 1004.02(8), up to 60 credit hours or equivalent clock hours; for a technical degree education program as defined in s. 1004.02(14), up to the number of hours required for a specific degree not to exceed 72 credit hours or equivalent clock hours; or for a career certificate program as defined in s. 1004.02(21), up to the number of hours required for a specific certificate not to exceed 72 credit hours or equivalent

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417	clock hours.
418	Section 10. Section 1011.80, Florida Statutes, is
419	reordered and amended to read:
420	1011.80 Funds for operation of workforce education
421	programs.—
422	(1) As used in this section, the terms "workforce
423	education" and "workforce education program" include:
424	(a) Adult general education programs designed to improve
425	the employability skills of the state's workforce as defined in
426	s. 1004.02(3).
427	(b) Career certificate programs, as defined in s.
428	1004.02(21).
429	(c) <u>College credit certificate</u> Applied technology diploma
430	programs, as defined in s. 1004.02(8).
431	(d) Continuing workforce education courses.
432	(e) Degree career education programs.
433	(f) Apprenticeship and preapprenticeship programs as
434	defined in s. 446.021.
435	(2) \underline{A} Any workforce education program may be conducted by
436	a Florida College System institution or a school district,
437	except that college credit in an associate in applied science or
438	an associate in science degree may be awarded only by a Florida

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College System institution. However, if an associate in applied

science or an associate in science degree program contains

within it an occupational completion point that confers a

college credit certificate or an applied technology diploma,

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that portion of the program may be offered conducted by a school district career center. A career center authorized to offer an associate in applied science degree program pursuant to s.

1001.44(5) may offer only those general education courses contained within the approved degree program. Any Instruction designed to articulate to a degree program is subject to guidelines and standards adopted by the State Board of Education pursuant to s. 1007.25.

institution receiving state appropriations for workforce education programs must maintain adequate and accurate records, including a system to record school district workforce education funding and expenditures in order to maintain separation of postsecondary workforce education expenditures from secondary education expenditures. These records must be filed with the Department of Education in correct and proper form on or before the date due as fixed by law or rule for each annual or periodic report that is required by rules of the State Board of Education.

(4)(9) School districts shall report full-time equivalent students by discipline category for the programs specified in subsection (1). There shall be an annual cost analysis for the school district workforce education programs that reports cost by discipline category consistent with the reporting for full-time equivalent students. The annual financial reports submitted by the school districts must accurately report on the student

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fee revenues by fee type according to the programs specified in subsection (1). The Department of Education shall develop a plan for comparable reporting of program, student, facility, personnel, and financial data between the Florida College System institutions and the school district workforce education programs.

- (3) If a program for disabled adults pursuant to s. 1004.93 is a workforce program as defined in law, it must be funded as provided in this section.
- (4) Funding for all workforce education programs must be based on cost categories, performance output measures, and performance outcome measures.
- (a) The cost categories must be calculated to identify high-cost programs, medium-cost programs, and low-cost programs. The cost analysis used to calculate and assign a program of study to a cost category must include at least both direct and indirect instructional costs, consumable supplies, equipment, and standard program length.
- (b) The performance output measure for an adult general education course of study is measurable improvement in student skills. This measure shall include improvement in literacy skills, grade level improvement as measured by an approved test, or attainment of a State of Florida diploma or an adult high school diploma.
- (c) The performance outcome measures for adult general education programs are associated with placement and retention

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of students after reaching a completion point or completing a program of study. These measures include placement or retention in employment. Continuing postsecondary education at a level that will further enhance employment is a performance outcome for adult general education programs.

- (5) State funding and student fees for workforce education instruction shall be established as follows:
- (a) Expenditures for the continuing workforce education programs provided by the Florida College System institutions or school districts must be fully supported by fees. Enrollments in continuing workforce education courses shall not be counted for purposes of funding full-time equivalent enrollment.
- (b) For all other workforce education programs, state funding shall be calculated based on weighted enrollment and program costs minus fee revenues generated to offset program operational costs equal 75 percent of the average cost of instruction with the remaining 25 percent made up from student fees. Fees for courses within a program shall not vary according to the cost of the individual program, but instead shall be as provided in s. 1009.22 based on a uniform fee calculated and set at the state level, as adopted by the State Board of Education, unless otherwise specified in the General Appropriations Act.
- (c) For fee-exempt students pursuant to s. 1009.25, unless otherwise provided for in law, state funding shall equal 100 percent of the average cost of instruction.

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(c)(d) For a public educational institution that 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.

- institution that provides workforce education programs shall receive funds in accordance with distributions for base and performance funding established by the Legislature in the General Appropriations Act. To ensure equitable funding for all school district workforce education programs and to recognize enrollment growth, the Department of Education shall use the funding model developed by the District Workforce Education Funding Steering Committee to determine each district's workforce education funding needs. To assist the Legislature in allocating workforce education funds in the General Appropriations Act, the funding model shall annually be provided to the legislative appropriations committees no later than March 1.
- (b) Operational funding shall be provided to school districts for workforce education programs based on weighted student enrollment and program costs determined by cost categories. The cost categories must be calculated to identify high-cost programs, medium-cost programs, and low-cost programs. The cost analysis used to calculate and assign a program of study to a cost category must include at least both direct and

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indirect instructional costs, consumable supplies, equipment,
and standard program length.

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- (7) Performance funding for workforce education programs shall be contingent upon specific appropriation in the General Appropriations Act. To assist the Legislature in determining performance funding allocations, the State Board of Education shall provide the Legislature with recommended formulas, criteria, timeframes, and mechanisms for distributing performance funds no later than March 1. These recommendations shall reward programs that:
- (a) Prepare people to enter high-skill/high-wage occupations identified by the Workforce Estimating Conference pursuant to s. 216.136 and other programs as approved by Workforce Florida, Inc. At a minimum, performance incentives shall be calculated for adults who reach completion points or complete programs that lead to specified high-wage employment and to their placement in that employment.
- (b) Prepare adults who are eligible for public assistance, economically disadvantaged, disabled, not proficient in English, or dislocated workers for high-wage occupations. At a minimum, performance incentives shall be calculated at an enhanced value for the completion by adults identified in this paragraph and the job placement of such adults upon completion. In addition, adjustments may be made in payments for job placements for areas of high unemployment.

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(c) Increase student achievement in adult general education courses by measuring performance output and outcome measures.

- 1. The performance output measure for an adult general education course of study is measurable improvement in student skills. This measure shall include improvement in literacy skills, grade-level improvement as measured by an approved test, or attainment of a Florida diploma or an adult high school diploma.
- 2. The performance outcome measures for adult general education programs are associated with placement and retention of students after reaching a completion point or completing a program of study. These measures include placement or retention in employment. Continuing postsecondary education at a level that will further enhance employment is a performance outcome for adult general education programs.
- (d) (b) Award industry certifications. Performance funding for industry certifications for school district workforce education programs is contingent upon specific appropriation in the General Appropriations Act and shall be determined as follows:
- 1. Occupational areas for which industry certifications may be earned, as established in the General Appropriations Act, are eligible for performance funding. Priority shall be given to the occupational areas emphasized in state, national, or corporate grants provided to Florida educational institutions.

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2. The Chancellor of Career and Adult Education shall identify the industry certifications eligible for funding on the Postsecondary Industry Certification Funding List approved by the State Board of Education pursuant to s. 1008.44, based on the occupational areas specified in the General Appropriations Act.

- 3. Each school district shall be provided \$1,000 for each industry certification earned by a workforce education student. The maximum amount of funding appropriated for performance funding pursuant to this paragraph shall be limited to \$15 million annually. If funds are insufficient to fully fund the calculated total award, such funds shall be prorated.
- (c) A program is established to assist school districts and Florida College System institutions in responding to the needs of new and expanding businesses and thereby strengthening the state's workforce and economy. The program may be funded in the General Appropriations Act. The district or Florida College System institution shall use the program to provide customized training for businesses which satisfies the requirements of s. 288.047. Business firms whose employees receive the customized training must provide 50 percent of the cost of the training. Balances remaining in the program at the end of the fiscal year shall not revert to the general fund, but shall be carried over for 1 additional year and used for the purpose of serving incumbent worker training needs of area businesses with fewer than 100 employees. Priority shall be given to businesses that

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must increase or upgrade their use of technology to remain
competitive.

- (8) (7) (a) A school district or Florida College System institution that receives workforce education funds must use the money to benefit the workforce education programs it provides. The money may be used for equipment upgrades, program expansions, or any other use that would result in workforce education program improvement. The district school board or Florida College System institution board of trustees may not withhold any portion of the performance funding for indirect costs.
- (b) State funds provided for the operation of postsecondary workforce programs may not be expended for the education of state or federal inmates.
- (8) The State Board of Education and Workforce Florida,
 Inc., shall provide the Legislature with recommended formulas,
 criteria, timeframes, and mechanisms for distributing
 performance funds. The commissioner shall consolidate the
 recommendations and develop a consensus proposal for funding.
 The Legislature shall adopt a formula and distribute the
 performance funds to the State Board of Education for Florida
 College System institutions and school districts through the
 General Appropriations Act. These recommendations shall be based
 on formulas that would discourage low-performing or low-demand
 programs and encourage through performance-funding awards:

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(a) Programs that prepare people to enter high-wage occupations identified by the Workforce Estimating Conference created by s. 216.136 and other programs as approved by Workforce Florida, Inc. At a minimum, performance incentives shall be calculated for adults who reach completion points or complete programs that lead to specified high-wage employment and to their placement in that employment.

- (b) Programs that successfully prepare adults who are eligible for public assistance, economically disadvantaged, disabled, not proficient in English, or dislocated workers for high-wage occupations. At a minimum, performance incentives shall be calculated at an enhanced value for the completion of adults identified in this paragraph and job placement of such adults upon completion. In addition, adjustments may be made in payments for job placements for areas of high unemployment.
- (c) Programs that are specifically designed to be consistent with the workforce needs of private enterprise and regional economic development strategies, as defined in guidelines set by Workforce Florida, Inc. Workforce Florida, Inc., shall develop guidelines to identify such needs and strategies based on localized research of private employers and economic development practitioners.
- (d) Programs identified by Workforce Florida, Inc., as increasing the effectiveness and cost efficiency of education.
- $\underline{(9)}$ (10) A high school student dually enrolled under s. 1007.271 in a workforce education program operated by a Florida

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College System institution or school district career center generates the amount calculated for workforce education funding, including any payment of performance funding, and the proportional share of full-time equivalent enrollment generated through the Florida Education Finance Program for the student's enrollment in a high school. If a high school student is dually enrolled in a Florida College System institution program, including a program conducted at a high school, the Florida College System institution earns the funds generated for workforce education funding, and the school district earns the proportional share of full-time equivalent funding from the Florida Education Finance Program. If a student is dually enrolled in a career center operated by the same district as the district in which the student attends high school, that district earns the funds generated for workforce education funding and also earns the proportional share of full-time equivalent funding from the Florida Education Finance Program. If a student is dually enrolled in a workforce education program provided by a career center operated by a different school district, the funds must be divided between the two school districts proportionally from the two funding sources. A student may not be reported for funding in a dual enrollment workforce education program unless the student has completed the basic skills assessment pursuant to s. 1004.91. A student who is coenrolled in a K-12 education program and an adult education program may be reported for purposes of funding in an adult education

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program. If a student is coenrolled in core curricula courses for credit recovery or dropout prevention purposes and does not have a pattern of excessive absenteeism or habitual truancy or a history of disruptive behavior in school, the student may be reported for funding for up to two courses per year. Such a student is exempt from the payment of the block tuition for adult general education programs provided in s. 1009.22(3)(c) 1009.22(3)(d). The Department of Education shall develop a list of courses to be designated as core curricula courses for the purposes of coenrollment.

 $\underline{(10)}$ (11) The State Board of Education may adopt rules to administer this section.

Section 11. This act shall take effect July 1, 2014.

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HOUSE OF REPRESENTATIVES STAFF ANALYSIS

CS/HB 7057 PCB HEWS 14-01 Career Centers and Charter Technical Career Centers BILL #: SPONSOR(S): Education Appropriations Subcommittee, Higher Education & Workforce Subcommittee,

Rodrigues

TIED BILLS:

IDEN./SIM. BILLS:

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
Orig. Comm.: Higher Education & Workforce Subcommittee	9 Y, 0 N	Ammel	Sherry
1) Education Appropriations Subcommittee	13 Y, 0 N, As CS	Butler	Heflin
2) Education Committee		Ammel	Mizereck XVIII

SUMMARY ANALYSIS

The bill promotes better utilization of career centers and charter technical career centers and increases student access to programs that will prepare graduates for current and emergent careers in the following ways:

- Authorizes career centers and charter technical career centers to offer college credit certificate programs and creates a process for approval to offer associate in applied science (AAS) degree programs.
- Authorizes career centers and charter technical career centers who offer college credit certificate programs or AAS degrees to request a name change to "technical college."
- Establishes fees for college credit programs at career centers commensurate with Florida College System fees.
- Requires only those students pursuing a career certificate, college credit certificate, or associate in applied science degree (not adult general education students) to meet residency requirements.

The bill has an indeterminate fiscal impact on state or local governments (SEE FISCAL COMMENTS).

The bill has an effective date of July 1, 2014.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives. STORAGE NAME: h7057b.EDC.DOCX

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Career Centers

Present Situation

Current law defines a career center as an educational institution offering terminal courses of a technical nature, and courses for out-of-school youth and adults.¹ Any district school board is authorized to establish and operate a career center after obtaining approval from the Department of Education (DOE).² In addition, district school boards of contiguous districts may enter into an agreement to establish a career center after obtaining approval from DOE.³

There are currently 48 public career centers operating in 30 school districts in Florida. Forty-seven of the career centers are accredited by the Council on Occupational Education (COE). Gadsden Technical Institute became a candidate for accreditation in 2013. The COE is recognized as a national institutional accrediting agency by the United States Secretary of Education for participation in Title IV programs. COE accredits educational institutions in 35 states, the District of Columbia, and two foreign countries, and its current scope includes accreditation of non-degree-granting and applied associate degree-granting postsecondary occupational education institutions.

Both school districts and Florida College System (FCS) institutions offer workforce education programs. School districts may provide workforce education programs through one or more career centers, and may provide workforce education programs by sponsoring charter technical career centers in coordination with an FCS institution. Workforce education programs include: adult general education programs; career certificate programs; applied technology diploma programs; continuing workforce education courses; degree career education programs; and apprenticeship and preapprenticeship programs. The career centers enrolled 46,739 students in career and technical education programs in 2012-13.

Career centers in Florida are not currently authorized to award college credit or degrees. However, if an associate in applied science (AAS) or an associate in science degree program contains within it an

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¹ Section 1001.44(3), F.S.

² Section 1001.44(1), F.S.

³ Section 1001.44(2), F.S.

⁴ Department of Education, District Technical Center Directors List, available at

http://www.fldoe.org/workforce/pdf/DistrictTechnicalCenterDirectors.pdf, last visited (Nov. 2013).

⁵ Council on Occupational Education, *Accredited Institutions – August* 2013, *available at* http://www.council.org/accredited-institutions/.

Financial Aid for Postsecondary Students, Accreditation in the United States, available at http://www2.ed.gov/admins/finaid/accred/accreditation pg6.html.

⁷ COE, Accredited Institutions – August 2013, available at http://www.council.org/accredited-institutions/.

⁸ COE, Handbook of Accreditation: 2013 Edition (Amended: 4-26-13), available at http://www.council.org/manuals/.

⁹ Section 1011.80(2), F.S.

¹⁰ Florida House of Representatives, Schools and Learning Council, *Use of the Designation "College" by Career Centers & Charter Technical Career Centers*, Interim Project Report (February 2008), *available at*

http://myfloridahouse.gov/Sections/Documents/publications.aspx?Committeeld=2370, hereafter "Interim Report".

¹¹ Section 1011.80(1), F.S.

¹²Florida Department of Education Presentation, *Postsecondary Education in District Technical Centers, available at* http://flsenate.gov/PublishedContent/Committees/2012-2014/AED/MeetingRecords/MeetingPacket 2435.pdf

occupational completion point that confers a certificate or applied technology diploma, that portion of the program may be conducted by a school district career center. 13

For some time, career centers have advocated for a name change from "technical center" to "technical college", to create a positive image and perception of the programs, services, staff, and students. However, there was concern that the designation "college" may be perceived as inappropriate for an educational institution that is not authorized to award college credit or college degrees.¹⁴

Charter Technical Career Centers

Present Situation

Current law defines a charter technical career center as a public school or a public technical center operated under a charter granted by a district school board, FCS institution board of trustees, or consortium of the above entities, and managed by a board of directors. ¹⁵ The purpose of a charter technical center is to:

- develop a competitive workforce to support local business and industry and economic development;
- create a training and education model that is reflective of marketplace realities;
- offer a continuum of career educational opportunities using a school-to-work, tech-prep, technical, academy, and magnet school model; and
- provide career pathways for lifelong learning and career mobility.

Charter technical career centers are authorized, through charters with their school district or FCS institution, to offer workforce education programs.¹⁷ Charter technical career centers are not currently authorized to award college credit or degrees. However, if an associate in applied science or an associate in science degree program contains within it an occupational completion point that confers a certificate or applied technology diploma, that portion of the program may be conducted by a school district career center.¹⁸

There are currently two charter technical career centers operating in Florida, Lake Technical Center in Eustis and First Coast Technical College in St. Augustine. Both are accredited by COE.¹⁹

Effect of Proposed Changes

The bill authorizes career centers and charter technical career centers to offer college credit certificate programs and establishes a process by which they can seek approval from the State Board of Education (state board) to offer AAS degrees. The center must submit a notice of its intent to propose an AAS degree program to the Division of Career and Adult Education (DCAE) within the DOE and to the FCS institution within its service area. Among other requirements, the intent must include evidence that the center engaged in need, demand, and impact discussions with the FCS institution in its service area. The notice must be submitted 45 days before the proposal to offer an AAS degree program is submitted to the state board. The proposal must be submitted to DCAE, and include, at a minimum, the following:

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¹³ Section 1011.80(2), F.S.

¹⁴ Interim Report, pg. 1

¹⁵ Section 1002.34(3)(a), F.S.

¹⁶ Section 1002.34(2), F.S.

¹⁷ Section 1002.34(3)(a), F.S.

¹⁸ Section 1011.80(2), F.S., Although the subsection states school district career center, charter technical center is implied through its authorization by the school district career center under s. 1002.34(3)(a), F.S.

¹⁹ Office of Program Policy and Governmental Accountability, *Technical Centers*, presentation to Higher Education and Workforce Subcommittee (Jan. 8, 2014), *available at* http://www.oppaga.state.fl.us/Presentations.aspx.

- a description of the planning process and timeline for implementation;
- an analysis of workforce demand and unmet need for graduates of the program on a district or regional basis, as appropriate;
- identification of the facilities, equipment, and library and academic resources to be used;
- a cost analysis of creating a new AAS degree program;
- the program's admission requirements, academic content, curriculum, faculty credentials, student-to-teacher ratios, and accreditation plan;
- feedback from the FCS institution regarding the notice of intent to propose an AAS program;
- the program's enrollment projections and funding requirements;
- a description of outcome measures used to determine success;
- a plan that describes how the career center's college credit courses will meet the equivalent faculty credentials for inclusion in the statewide course numbering system; and
- a plan of action if the program is terminated.

DCAE shall review the proposal, and the Commissioner of Education shall make a recommendation to the state board. If approved by the state board, the center must obtain accreditation as an associate-inapplied-science-degree-granting institution from an accrediting agency that is recognized by the United States Department of Education.

The center must annually, and upon request of the state board, the Chancellor of DCAE, or the Legislature, submit a status report regarding the center's AAS degree programs. The bill outlines specific performance and compliance indicators that must be included in the report.

The bill authorizes a career center or a charter technical career center that offers college credit certificates or AAS degree programs to use the designation "technical college" with appropriate approval of their local school boards and accrediting agency.

Applied Technology Diploma

Present Situation

An applied technology diploma (ATD) is currently defined as a course of study that is part of a technical degree program, is less than 60 credit hours, and leads to employment in a specific occupation. It may consist of either technical (clock hour) or college credit; however a public school district (through a career center or charter technical career center), may offer the ATD only as technical credit, and college credit can be awarded to the student only upon articulation to an FCS institution.²⁰ As of October 2013, ten of the 30 districts in which career centers operate, were offering ATD programs with a statewide enrollment of 1,301 students.²¹

Effect of Proposed Changes

The bill renames and redefines "applied technology diploma" to "college credit certificate" to align with the centers' authority to offer college credit. ATDs, currently offered as clock hour programs, will be converted to college credit. College credit courses may be offered by a career center only as part of a college credit certificate or AAS degree program, and faculty credentials must meet guidelines required in the state course numbering system to ensure appropriate transfer of credit.

²⁰ Section 1004.02(8), F.S.

²¹ Email, Florida Department of Education, Division of Career and Adult Education (Jan. 28, 2014).

Workforce Education Postsecondary Student Fees

Present Situation

In 2011, the Legislature established block tuition for adult general education (AGE) at \$45 per half year or \$30 per term for residents and nonresidents, and an additional out-of-state fee of \$135 per half year or \$90 per term for non-residents. Fee exemptions previously outlined in s. 1009.25(1), F.S., for students enrolled in adult basic, adult secondary, and career-preparatory instruction from payment of tuition and fees were repealed, creating an additional requirement to verify the residency status of all students enrolling in AGE programs. The legislation required AGE students to meet the residency documentation requirements outlined in s. 1009.21, F.S.²²

Effect of Proposed Changes

The bill specifies that, for tuition purposes, residency determinations for students in workforce education programs apply only to students pursuing a career certificate, college credit certificate, or an AAS degree. Associated out-of-state block tuition fees for non-resident students in AGE programs are eliminated. Eliminating cumbersome documentation requirements for AGE students and the out-of-state fee will promote access and affordability for students. Eliminating residency determination/verification for this population will also reduce administrative costs to institutions.

The bill also establishes fees for college credit courses at career centers commensurate with those charged at FCS institutions.

Workforce Education Funding

Present Situation

Funds provided for career and charter technical centers are appropriated separately in the General Appropriations Act (GAA) from other K-12 programs. Proviso language included in the GAA specifies that the funds appropriated shall not be used to support K-12 programs or district K-12 administrative indirect costs. The Auditor General is required to verify compliance with this requirement during scheduled audits of these institutions.²³ As part of the school district, career and charter technical centers benefit from the use of school district personnel and services for many activities which may include: payroll/human resources; building maintenance and repair; pest control; lawn care; risk management and liability insurance; marketing; financial and legal services; professional development; school police; technology and MIS; transportation for limited high school students; and utilities. By sharing services, the centers do not have to hire additional full-time staff, or contract for these activities. School districts, in turn, charge their center(s) associated indirect and administrative fees for usage. Currently the Department of Education's financial data system does not separate secondary expenditures from postsecondary expenditures; thus, it has been difficult to obtain data or ascertain how the career education centers' indirect service charges are calculated. The indirect costs charged by school districts to the 48 centers vary in percentage of total allocations.

Postsecondary education, including workforce education programs, once conformed to a calculated percentage of the average cost of instruction funded with 75 percent from state general revenue and 25 percent from student fees. This ratio is no longer applicable, as tuition and fee revenues currently make up a larger percentage of total funding. Funding for workforce education is currently calculated based on weighted enrollment minus fee revenues generated to offset program operational costs.

²³ Chapter 2013-40, L.O.F., see Specific Appropriation 117 proviso referencing Specific Appropriations 10, 115, 117 and 117A **STORAGE NAME**: h7057b.EDC.DOCX

²² Section 11, ch. 2011-63, L.O.F.

Effect of Proposed Changes

The bill requires each school district and Florida College System institution receiving state appropriations for workforce education programs to maintain adequate and accurate records including a system to record school district workforce education funding and expenditures in order to maintain separation of postsecondary workforce education expenditures from secondary education expenditures.

The bill revises the calculation methodology for determining state funding for workforce education programs consistent with the current method used to allocate funds, and removes obsolete references for programs that are no longer funded.

The bill clarifies the requirements for workforce performance funding to reward all types of workforce education programs, including those that:

- prepare people to enter high-skill/high wage occupations;
- increase student achievement in Adult General Education courses; and
- award industry certifications

B. SECTION DIRECTORY:

Section 1. Amends s. 1001.44 F.S., authorizing a career center to offer college credit certificate programs and providing a process for approval to offer associate in applied science (AAS) degree programs upon approval of the State Board of Education and their accrediting agency; outlining the application and approval process for offering such programs; and allowing a career center that does offer college credit certificate programs or AAS programs to use the designation "technical college" with appropriate approval.

Section 2. Amends s. 1002.34, F.S., authorizing a charter technical career center to offer college credit certificate programs and providing a process for approval to offer AAS degree programs; and allowing a center that does offer college credit certificate or AAS programs to use the designation "charter technical college" with appropriate approval.

Section 3. Amends s. 1004.02, F.S., renaming the applied technology diploma program as the college credit certificate program to provide clarification and reflect that a career center or charter technical career center can now offer college credit in such programs.

Section 4. Amends s. 1007.23, F.S., correcting a cross reference from applied technology diploma to college credit certificate.

Section 5. Amends s. 1007.25, F.S., correcting a cross reference from applied technology diploma to college credit certificate.

Section 6. Amends s. 1009.22, F.S., requiring only those students pursuing a career certificate, college credit certificate, or associate in applied science degree (not adult general education students) to meet residency requirements, and removes the associated out-of-state fee requirements for adult general education students; updates the standard tuition rates per contact hour for career certificate programs to current rates authorized by the Legislature; and provides a new tuition fee structure for college credit certificate and AAS degree programs at the same rates as those charged by the Florida College System for college credit programs.

Section 7. Amends s.1009.53, F.S., correcting a cross reference from applied technology diploma to college credit certificate.

Section 8. Amends s. 1009.532, F.S., correcting a cross reference from applied technology diploma to college credit certificate.

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Section 9. Amends s. 1009.536, F.S., correcting a cross reference from applied technology diploma to college credit certificate.

Section 10. Amends s. 1011.80, F.S., authorizing a career center or charter technical career center to offer AAS degree programs and college credit certificates; clarifying that a career center authorized to offer AAS degree programs may only offer those general education courses contained within the approved degree program; requiring school districts and colleges to maintain adequate and accurate records, separating postsecondary workforce education expenditures from secondary education expenditures; clarifying the requirements for funding calculations to align with the current methodology for determining workforce education funding; clarifying the requirements for workforce performance funding.

Section 11. Provides an effective date of July 1, 2014.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

Α	FISCAL	IMPACT	ON	STATE	GOVERNME	NT.
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1. Revenues:

None.

2. Expenditures:

None.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

By retooling applied technology degree programs to include credit courses and converting the tuition rates from contact hour to credit hour, the cost for students would increase by a minimal amount. The student does, however, receive an upgraded product with college credit that is more easily transferrable.

D. FISCAL COMMENTS:

The bill has an indeterminate fiscal impact. Repealing residency verification requirements for students enrolled in adult education courses could encourage increased student enrollment in adult general education programs. Authorizing career centers and charter technical centers to offer college credit certificate programs and AAS degree programs, as well as authorizing approved career centers to change the name to "technical college" could also encourage increased student enrollment in these programs. Increased enrollment in these programs is indeterminate.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

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Applicability of Municipality/County Mandates Provision:
 Not applicable. This bill does not appear to affect county or municipal governments.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

The bill requires the State Board of Education to adopt rules providing guidelines for receiving, reviewing, and approving proposals to offer associate in applied science degree programs.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On March 5, 2014, the Education Appropriations Subcommittee adopted 2 amendments and reported the bill favorable as a committee substitute.

The amendments:

Include "career certificates" in the list of workforce education programs for which residency for tuition purposes must be determined.

Clarify the requirements for funding calculations to align with the current methodology for determining workforce education funding.

Increase transparency and accountability for workforce education funds by requiring school districts and FCS institutions that receive workforce funds to maintain separation of postsecondary workforce expenditures from secondary education expenditures.

Clarify the requirements for workforce performance funding to reward all types of workforce education programs, including those that:

- prepare people to enter high-skill/high wage occupations;
- increase student achievement in Adult General Education courses; and
- award industry certifications.

STORAGE NAME: h7057b.EDC.DOCX DATE: 3/17/2014



Education Committee

Thursday, March 20, 2014 9:00 a.m. – 11:00 a.m.

AMENDMENT PACKET



Amendment No.1

COMMITTEE/SUBCOMMITTEE ACTION
ADOPTED (Y/N)
ADOPTED AS AMENDED (Y/N)
ADOPTED W/O OBJECTION (Y/N)
FAILED TO ADOPT (Y/N)
WITHDRAWN (Y/N)
OTHER
Committee/Subcommittee hearing bill: Education Committee
Representative Rehwinkel Vasilinda offered the following:
Amendment (with title amendment)
Remove lines 45-59 and insert:
committees of such board, at which materials that relate to
patented material, patentable material, and trade secrets are
discussed is exempt from s. 286.011 and s. 24(b), Art. I of the
State Constitution. This paragraph is subject to the Open
Government Sunset Review Act in accordance with s. 119.15 and
shall stand repealed on October 2, 2019, unless reviewed and
saved from repeal through reenactment by the Legislature.
Section 2. The Legislature finds that it is a public
necessity that any portion of a meeting of the board of directors
of a direct-support organization established under s. 1004.28,
Florida Statutes, or of the executive committee or other

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committees of such board, at which materials that relate to



Amendment No.1

patented	material	- , ;	patentable	material,	and	trade	secrets	are
discussed	d should	be	held					

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TITLE AMENDMENT

Remove lines 7-9 and insert: committees of such board, at which materials that relate to patented material, patentable material, and trade secrets are

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Amendment No. 2

	COMMITTEE/SUBCOMMIT	ree Action
ADO	PTED	(Y/N)
ADO	PTED AS AMENDED	(Y/N)
ADO	PTED W/O OBJECTION	(Y/N)
FAII	LED TO ADOPT	(Y/N)
WITH	HDRAWN	(Y/N)
OTHE	ER	

Committee/Subcommittee hearing bill: Education Committee Representative Rehwinkel Vasilinda offered the following:

Amendment (with title amendment)

Remove everything after the enacting clause and insert:

Section 1. The Higher Education and Workforce Subcommittee of the House of Representatives shall convene a workgroup to review s. 1004.28, Florida Statutes, to determine whether revisions are necessary to provide an exemption from public meeting requirements for any portion of a meeting of the board of directors of a university direct-support organization, or of the executive committee or committees of such board, at which any proposal seeking research funding from the organization or a plan or program for either initiating or supporting research is discussed.

Section 2. The Higher Education and Workforce Subcommittee of the House of Representatives shall commission an interim

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Amendment No. 2

study to include the following components: a cost/benefit analysis of public university research in comparison to research from independent organizations; an analysis of potential conflicts of interest; an analysis of public benefit consistent with s. 7, Article IX of the State Constitution; a review of analogous public meeting exemption statutes nationwide; and a survey of university direct-support organizations associated with the State University System of Florida, seeking input regarding revisions to s. 1004.28, Florida Statutes. The interim study shall be completed and a report of its findings submitted to the chair and members of the Higher Education and Workforce Subcommittee of the House of Representatives by January 1, 2015.

Section 3. This act shall take effect July 1, 2014.

TITLE AMENDMENT

Remove everything before the enacting clause and insert:

A bill to be entitled

An act relating to state university research; requiring the Higher Education and Workforce Subcommittee of the House of Representatives to convene a workgroup and commission an interim study relating to direct-support organization public meeting requirements and research-related issues; requiring a report; providing an effective date.

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Amendment No. 1

	COMMITTEE/SUBCOMMITTEE ACTION
	ADOPTED (Y/N)
	ADOPTED AS AMENDED (Y/N)
	ADOPTED W/O OBJECTION (Y/N)
	FAILED TO ADOPT (Y/N)
	WITHDRAWN (Y/N)
	OTHER
	·
1	Committee/Subcommittee hearing bill: Education Committee
2	Representative Moraitis offered the following:
3	
4	Amendment
5	Remove lines 104-106 and insert:
6	
7	(b) A private school, as defined in s. 1002.01(2), that is
8	located in and incorporated by the state, exempt from federal
9	income tax under s. 501(c)(3) of the Internal Revenue Code, and
10	accredited by the Commission of Schools of the Southern
11	Association of Colleges and Schools. The term private school
12	does not include any public K-12 school specified under s.
13	1000.04 (1).
14	
15	

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