

Baccalaureate Programs in Community Colleges

A Program Review



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Introduction

The traditional mission of the community college provides a significant access point to higher education for many students, especially those who are considered non-traditional (e.g., students over 25, working full-time or who have dependent children), those who are from ethnic minority groups and/or who are from low-income households. Florida surpasses the national average in the number of undereducated adults (i.e., 17.1% of the population aged 25-44 are without a high school diploma or GED versus the national average of 12.3%).¹ Additionally, Florida's minority and first-generation college student populations are increasing, adding to the number of citizens who require postsecondary education and workforce training.²

As the economic landscape changes both nationally and internationally, the necessity of preparing citizens to compete in a global market becomes critical. The expansion of the community college mission to include a baccalaureate degree option paves the way for specific populations served by these institutions to access further education in a cost-effective manner to meet the needs of today's workforce and to more readily compete in an increasingly globalized market. Several of Florida's community colleges, like those around the nation, have broadened their mission to meet the growing education demands of the state. Some institutions are developing new baccalaureate programs while maintaining their commitments to providing open access, developmental education, workforce training, service to their surrounding communities, and awarding associate degrees for transfer to four-year institutions.

The purpose of this Program Review is to provide an update on the progress of baccalaureate programs offered at Florida's community colleges. The history of the development of baccalaureate programs is discussed followed by a presentation of data describing the status of programs that are currently operational in the community college system around Florida. Finally, conclusions and recommendations are proposed regarding the continued viability of these programs.

¹ Pappas Consulting Group Report, "Blueprint for Higher Education in Florida," January 2007.

² Ibid.

Baccalaureate Degrees in Community Colleges

In recognition of the need to provide a gateway for more citizens to further their education beyond the associate degree level, several states have provided an option for community colleges to award baccalaureate degrees. Currently, community colleges offer baccalaureate degrees in 14 states: Florida, Georgia, Hawaii, Indiana, Massachusetts, Nevada, New Mexico, New York, North Dakota, Texas, Utah, Vermont, Washington, and West Virginia.³ In January 2007, the American Association of Community Colleges reported that there are 1,195 community colleges in the United States⁴; the majority of these colleges (984) are public institutions with 25 of these institutions awarding baccalaureate degrees.⁵ Independent community colleges are also playing a role in offering alternative avenues for individuals to access baccalaureate programs; currently 50 of these institutions award baccalaureate degrees.⁶ These programs are being offered in addition to existing concurrent-use or joint-use partnerships between the states' community colleges and public and private four-year institutions. Community colleges in Florida are in the forefront of developing baccalaureate programs to meet the critical needs of the state in areas of teacher preparation, nursing, and applied sciences to supplement the crop of professionals that colleges and universities are already producing.

The innovative collaborations of many colleges and universities in Florida have resulted in numerous pathways to higher education for a wide range of individuals. At present, 25 of 28 community colleges have concurrent-use or joint-use programs with public or private four-year institutions where students have the opportunity to enroll in upper-level courses on the community college campus. These programs offer students the opportunity to advance their education in a familiar location that is nearby, or through distance learning. In 2007, 83% of partnership programs offered all of the courses needed to complete select degree programs on the community college campuses. Additionally, statewide concurrent-use partnerships provided 22,616 community college students access to 346 baccalaureate degree programs and 118 graduate-level programs. However, despite the great strides these partnerships have made in helping to overcome geographical and individual barriers to a college education, Florida is still falling short in its production of bachelor's degrees among its citizens, especially in critical areas previously mentioned.

In 1998, access to the baccalaureate degree in Florida was identified by the State Board of Community Colleges, the Postsecondary Education Planning Commission (PEPC) and the Senate Education Committee as a significant problem, and community colleges were recognized as viable options in the attainment of a baccalaureate education. The following year, the Florida Legislature authorized community colleges to seek approval to grant baccalaureate degrees in areas of high demand. With 2001 legislation, St. Petersburg Junior College was re-established as "St. Petersburg College" and was given authority to grant baccalaureate degrees in Nursing, Education, and Information Technology. Later, additional institutions—Chipola Junior College, Edison Community College, Miami Dade Community College, and Okaloosa-Walton Community College—submitted baccalaureate proposals with the Council for Education Policy Research and Improvement (CEPRI), (which was the most recent incarnation of PEPC), serving as primary reviewer. Currently, the primary reviewers include staff from the Florida Department of Education (DOE). As of February 2008, a total of ten community colleges have been approved to offer baccalaureate programs in Education, Nursing, and Applied Sciences.

In 2007, the Pappas Consulting Group presented the Board of Governors for the State University System (SUS) of Florida with the results of its fall 2006 analysis of the current structure of the university system and made recommendations for future improvements. In the final report, "*Proposing a Blueprint for Higher Education in Florida: Outlining the Way to a Long-term Master Plan for Higher Education in Florida*", the Pappas Group reported that "...Florida, by far, has the largest number" of community colleges that offer

³ Community College Baccalaureate Degrees, Karen Glennon, November 2005; and www.accbd.org/colleges_areas.php?ct=US.

⁴ CC Stats, Community College Fast Facts, AACC, January 2007.

⁵ Ibid.

⁶ Ibid.

baccalaureate programs in the United States. Among its findings, it also reported that "...graduate and professional programs have grown faster than undergraduate degrees," and "...more emphasis should be placed on increasing bachelor degrees" in the state. Considering the increasing proportions of underprivileged and minority students, the Pappas Group cited the advantages of the community college baccalaureate degree as a way for these students to access higher education while also emphasizing the importance of community colleges to maintain their traditional mission.

Baccalaureate Proposal Approval Process

Each community college that decides to propose a baccalaureate program works closely with a team of faculty members, administrators, and other professionals from its campus to draft a prospectus, following a detailed set of criteria, outlining how the program will be implemented and supported. Upon approval from the college's Board of Trustees, each proposal is thoroughly reviewed by a cross-functional team at the DOE consisting of staff from the Division of Community Colleges, the Division of Accountability, Research and Measurement, the Community College Financial and Budget Services office, and external reviewers (as needed). During a stringent six-month evaluation, the team of reviewers must reach consensus that the proposals submitted meet or exceed the criteria required for approval by the State Board. This current review protocol (illustrated in Appendix 3) has been modified from what was initially authorized by the Florida legislature. In 2002, CEPRI was delegated to provide an initial review prior to consideration by the State Board. However, when funding for CEPRI was eliminated in 2005, the State Board of Education strengthened the review criteria and directed that proposals be reviewed by the aforementioned teams from the DOE.

In 2007, House Bill 7147 amended s. 1007.33, F.S., reaffirming the State Board's role and authorizing community colleges to develop proposals to provide baccalaureate-level education in math and science for the purpose of preparing teachers. The revised section in statute also delineates and strengthens responsibilities for the State Board. The revision extends to state universities and then to regionally-accredited private colleges and universities, the ability to submit alternative proposals that must meet specified criteria. The State Board must consider any alternative proposals in making its decision to approve or deny a community college's proposal. In 2007 when six community colleges submitted 22 proposals for new baccalaureate programs, no state universities or private colleges/universities submitted an alternative proposal.

After each proposal is evaluated, the institution receives a report with the review team's feedback and has 30 days to resubmit a revised version of the proposal based on the recommendations of the team. Only after this review process has been completed will the baccalaureate proposal(s) be presented to the Commissioner of Education and then the State Board for approval. By 2007 eight Florida community colleges had baccalaureate programs that were approved by the State Board. Combined with programs from St. Petersburg College, these programs totaled 43.⁷ At the February 19, 2008, State Board meeting, 22 programs in all (including several Education concentrations), were approved for six colleges, two of which were first-time applicants. Exhibit 1 provides a summary of community colleges and the corresponding baccalaureate programs that are currently approved.

⁷ By 2007-08, 37 of these programs were operational and enrolling students, as shown in Exhibit 2.

Exhibit 1

Baccalaureate Programs of Study Authorized at Community Colleges

Institution	Degree
Broward	<p>Bachelor of Science</p> <ul style="list-style-type: none"> • Secondary Education-Mathematics * • Secondary Education-Biology * • Middle Grades Mathematics Education * • Middle Grades Science Education * • Exceptional Student Education *
Chipola	<p>Bachelor of Science</p> <ul style="list-style-type: none"> • Secondary Education-Mathematics † • Secondary Education-Biology † • Middle Grades Mathematics Education † • Middle Grades Science Education † • Exceptional Student Education * • Elementary Education * • Nursing * <p>Bachelor of Applied Science</p> <ul style="list-style-type: none"> • General Business Management
Daytona Beach	<p>Bachelor of Science</p> <ul style="list-style-type: none"> • Secondary Education-Mathematics * • Secondary Education-Biology * • Secondary Education-Chemistry * • Secondary Education-Earth Science * • Secondary Education-Physics * • Exceptional Student Education * • Elementary Education * <p>Bachelor of Applied Science</p> <ul style="list-style-type: none"> • Supervision and Management
Edison	<p>Bachelor of Science</p> <ul style="list-style-type: none"> • Secondary Education-Mathematics • Secondary Education-Biology • Elementary Education * • Nursing * <p>Bachelor of Applied Science</p> <ul style="list-style-type: none"> • Public Safety Management • Supervision and Management*
FCCJ	<p>Bachelor of Science</p> <ul style="list-style-type: none"> • Nursing * <p>Bachelor of Applied Science</p> <ul style="list-style-type: none"> • Fire Science Management • Computer Networking * • Supervision and Management*
Indian River	<p>Bachelor of Science</p> <ul style="list-style-type: none"> • Exceptional Student Education with ESOL endorsement • Secondary Education-Mathematics • Secondary Education-Biology • Middle Grades Mathematics Education • Middle Grades Science Education • Nursing <p>Bachelor of Applied Science</p> <ul style="list-style-type: none"> • Organizational Management

* Baccalaureate programs granted approval on February 19, 2008, by the State Board of Education.

† Florida State-Approved Teacher Education Programs, <http://fldoe.org/profdev/teachprep/teachprep.asp>.

<p>Miami Dade</p>	<p>Bachelor of Science</p> <ul style="list-style-type: none"> • Exceptional Student Education † • Secondary Education-Mathematics † • Secondary Education-Biology † • Secondary Education-Chemistry † • Secondary Education-Physics † • Secondary Education-Earth Science † • Nursing <p>Bachelor of Applied Science</p> <ul style="list-style-type: none"> • Public Safety Management
<p>Okaloosa-Walton</p>	<p>Bachelor of Science</p> <ul style="list-style-type: none"> • Elementary Education • Middle Grades-Math/Science Education • Nursing <p>Bachelor of Applied Science</p> <ul style="list-style-type: none"> • Project Management
<p>Palm Beach</p>	<p>Bachelor of Applied Science</p> <ul style="list-style-type: none"> • Supervision and Management *
<p>St. Petersburg</p>	<p>Bachelor of Science</p> <ul style="list-style-type: none"> • Exceptional Student Education † • Elementary Education † • Business Technology Education • Technology Education • Secondary Education-Mathematics † • Secondary Education-Biology † • Middle Grades Mathematics Education • Middle Grades Science Education • Educational Studies • Nursing <p>Bachelor of Applied Science</p> <ul style="list-style-type: none"> • Paralegal Studies • Public Safety Administration • Dental Hygiene • Veterinary Technology • Orthotics and Prosthetics • Technology Management • Banking • International Business • Interdisciplinary Health and Human Studies • Management and Organizational Leadership

* Baccalaureate programs granted approval on February 19, 2008, by the State Board of Education.

† Florida State-Approved Teacher Education Programs, <http://fldoe.org/profdev/teachprep/teachprep.asp>.

All public degree-granting institutions of higher education in Florida are accredited by The Southern Association of Colleges and Schools Commission on Colleges (SACS-COC), the regional accrediting body for higher education in Florida. According to the SACS-COC, accreditation "...signifies that the institution (1) has a mission appropriate to higher education, (2) has resources, programs, and services sufficient to accomplish and sustain that mission, and (3) maintains clearly specified educational objectives that are consistent with its mission and appropriate to the degrees it offers, and that indicate whether it is successful in achieving its stated objectives"⁸ In transitioning from an exclusively two-year college to a baccalaureate degree-granting institution, a *Report of the Substantive Change Committee* must be submitted to SACS-COC for review (see Appendix 4). This report addresses issues including the impact of expansion on accreditation; an assessment of compliance with overall education standards, and an assessment of

⁸ *Principles of Accreditation: Foundations for Quality Enhancement, 2008, pg. 1, retrieved from <http://www.sacscoc.org/pdf/2008%20Interim%20Principles%200108.pdf>.*

compliance with federal requirements. The following community colleges were granted and maintain accreditation by SACS-COC as Level II – Baccalaureate Degree granting institutions:

- Chipola College
- Daytona Beach Community College
- Edison College
- Florida Community College at Jacksonville
- Indian River Community College
- Miami Dade College
- Okaloosa-Walton College
- St. Petersburg College

Community colleges that have not already been granted Level II accreditation must indicate in their baccalaureate proposals that this accreditation with SACS-COC will be sought prior to the program becoming operational. Two colleges, Broward Community College and Palm Beach Community College, were granted approval to offer baccalaureate degrees at the February 19, 2008 State Board meeting, and will soon seek Level II accreditation with SACS-COC. As shown in Exhibit 2, the total number of baccalaureate programs with students enrolled increased from eight in 2002-03 to 37 in 2007-08.

Exhibit 2

**Number of Baccalaureate Programs with Students Enrolled
by College and Year**

College	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08
Chipola	0	1	1	1	4	4
Daytona Beach	0	0	0	1	1	1
Edison	0	0	0	0	1	1
FCCJ	0	0	0	0	0	1
Indian River	0	0	0	0	0	7
Miami Dade	0	2	6	6	7	6
Okaloosa-Walton	0	0	2	2	2	2
St. Petersburg	8	11	14	15	15	15
<i>Total</i>	8	14	23	25	30	37

Source: Florida PK-20 Education Data Warehouse, 2002-03 through 2007-08

Addressing Needs in Critical Areas

Baccalaureate programs at community colleges in Florida were initiated primarily to address an ongoing shortage of teachers and nurses in the state. Community colleges must notify regional public and private four-year colleges and universities in their service area of the intent to offer baccalaureate degrees in the early stages of their proposal planning process. These colleges and universities have the opportunity to submit alternative proposals to offer the degree program in a location and delivery method that will meet the identified need.

It is noteworthy that baccalaureate programs at community colleges still account for a significantly small student enrollment. Exhibit 3 illustrates how upper-division enrollment in Florida’s SUS has continued to

increase while community college baccalaureate programs are being implemented. Additionally, data reveals that baccalaureate programs at community colleges tend to target and attract time- and place-bound students who might not otherwise pursue a degree at a four-year college or university due to varying personal constraints. Some community colleges enroll students with the intent of entering the baccalaureate degree program but who have not completed the prerequisite courses. These students are classified as BS/BA Transitional students to distinguish them from other upper division, non-degree seeking students.

Exhibit 4 provides the age distribution of students in community college baccalaureate program. As shown, students in the age categories of 25-34 and 35-44 comprise the majority of students pursuing baccalaureate degrees at their community colleges. Another consideration is that tuition, even at the upper level, is less costly at community colleges. Since community colleges are viable training grounds for teachers, nurses, and those in the applied sciences, over half of the baccalaureate programs offered in the community college system have been Education programs (Exhibit 5). Four colleges currently offer and enroll students in the Bachelor of Science in Nursing: Indian River Community College, Miami Dade College, Okaloosa-Walton College, and St. Petersburg College. The baccalaureate programs that were approved by the State Board in 2008 include 15 concentrations in Education and three programs in Nursing.

Exhibit 3

Upper Division Undergraduate Enrollment

Year	2002-03	2003-04	2004-05	2005-06	2006-07
SUS Upper Division Enrollment	110,255	116,944	122,281	127,749	133,112
CC Baccalaureate Enrollment	627	1,252	1,894	2,332	3,166
CC BS/BA Transitional Enrollment	0	0	0	174	387
CC Degree-Seeking Upper Division Enrollment	627	1,252	1,894	2,506	3,553

Source: CC Baccalaureate Enrollment provided by PK-20 Education Data Warehouse⁹
 CC BS/BA Transitional Enrollment from AA-1A Reports. (BS/BA Transitional Student is defined as a student who already has an AA or Bachelor's degree and is taking prerequisite courses necessary for the Baccalaureate degree program. These students are upper division students.)
 University System of Florida, Facts and Figures, Interactive Data tools, as posted 1/15/08; Florida PK-12 Education Data Warehouse, 2002-03 through 2006-07

Exhibit 4

**Age Distribution, Baccalaureate Student Headcount
Florida Community College System**

Age	2002-03	2003-04	2004-05	2005-06	2006-07
Under 25	15.3%	20.5%	18.8%	20.3%	19.3%
25-34	36.7%	35.3%	35.0%	34.0%	35.9%
35-44	30.0%	27.0%	27.9%	28.5%	28.1%
45-54	15.6%	14.7%	15.8%	15.1%	14.1%
55-64	2.4%	2.5%	2.5%	2.1%	2.4%
65 & older	0.0%	0.0%	0.0%	0.0%	0.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Florida PK-20 Education Data Warehouse, 2002-03 through 2006-07

⁹ Education Data Warehouse figures may differ from AA-1A Reports due to differences in business rules that are applied to the source data.

Exhibit 5

Percentage of Baccalaureate Programs that are in Education

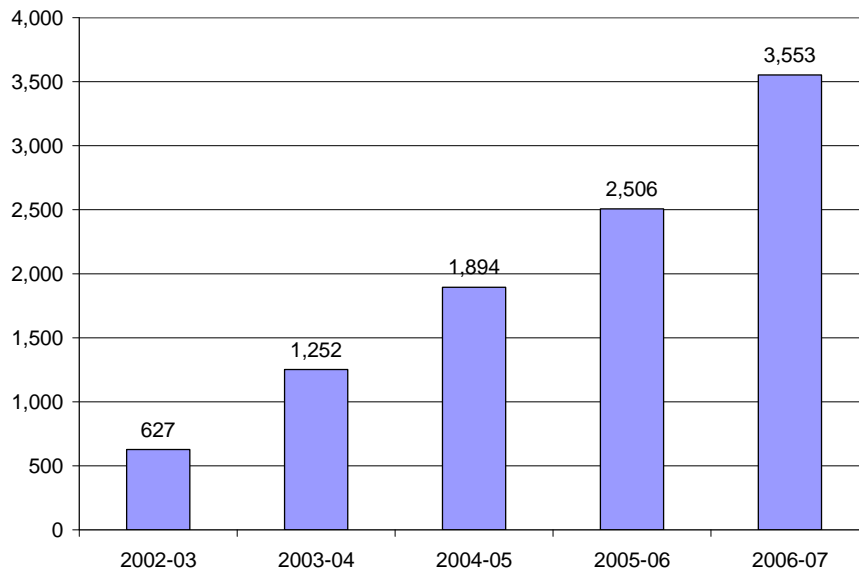
2002-03:	63%	2005-06:	52%
2003-04:	57%	2006-07:	50%
2004-05:	52%	2007-08:	64%

Source: Florida Community College Student Data Base, AA-1A Verification Reports by Year

In Fall 2005 and Spring 2006, a Bachelor of Applied Science (BAS) Task Force consisting of representatives from the Florida Board of Governors/State University System, the Division of Community Colleges and Workforce Education, representatives from community colleges and universities, and others from the DOE, assembled to examine the role of the BAS degree in meeting the state’s needs for access to a baccalaureate education and to strengthen Florida’s workforce and economy.¹⁰ In addition, the Task Force defined/identified curricular requirements, program length, adherence to common pre-requisites, and other criteria which would ensure that BAS degrees in Florida met all of the same conventions expected of Bachelor of Arts and Bachelor of Science degrees. There are currently 21 BAS degrees in diverse areas such as Supervision and Management, Public Safety Administration, Paralegal Studies, Fire Science Management, and Veterinary Technology. In 2006-07, fifty-eight percent (58%) of the total number of students in baccalaureate programs at community colleges were enrolled in BAS programs. Twenty-five percent (25%) of the baccalaureate students were in Education programs, while 16% pursued degrees in Nursing. Exhibit 6 shows the continuous growth community college baccalaureate programs have experienced since 2002.

Exhibit 6

**Baccalaureate and BS/BA Transitional* Student Headcount
Florida Community Colleges**



**BS/BA Transitional Student is defined as a student who already has an AA or Bachelor’s degree and is taking prerequisite courses necessary for the Baccalaureate degree program. These students are upper division students.*

Source: Florida PK-20 Education Data Warehouse. 2002-03 through 2006-07

¹⁰ Bachelor of Applied Science Degree Task Force Final Report of Activities, June 2006

Despite the authority that some community colleges have received to offer programs leading to baccalaureate degrees, these institutions must maintain their primary mission as stipulated in Florida statute. Florida law specifies that “the primary mission of a community college, including a community college that offers baccalaureate degree programs, continues to be the provision of associate degrees that provide access to a university.”¹¹ While community college baccalaureate programs are ever-increasing, these enrollments currently account for less than one-percent (1%) of the total community college enrollment.

St. Petersburg College (SPC) has the longest history of offering community college baccalaureate degrees and also has more baccalaureate programs than other community colleges in Florida. In 2002-03, the first year baccalaureate programs were offered in the Florida Community College System, St. Petersburg College enrolled 637 students. By 2006-07, 2,430 (68%) of baccalaureate students in the Florida Community College System were enrolled at SPC. Overall in 2006-07, the state’s community college system had a total of 3,553 students enrolled in baccalaureate programs or classified as BS/BA transitional students. This represents a four-fold increase in program enrollment (Exhibit 6) since 2002-03. When disaggregated by institution (Exhibit 7), SPC is shown to have the most students (by headcount). While the enrollment of the remaining colleges is considerably less, this may be a reflection of the size of the communities served by these institutions and/or a function of the time each baccalaureate program has been fully operational.

Exhibit 7

**Baccalaureate Headcount* by College
2006-07**

Chipola College	31
Daytona Beach Community College	222
Edison College	47
Miami Dade College	534
Okaloosa-Walton College	289
St. Petersburg College	2,430
Total	3,553

* Headcount includes BS/BA Transitional Students

Source: Florida PK-20 Education Data Warehouse, 2006-07

Baccalaureate programs offered in Education, Nursing, and Applied Sciences are growing steadily, as shown in Exhibit 8. The trend appears to be reasonably robust and may be an indication of the demands these programs meet in their regions.

¹¹ Section 1007.33(4), Florida Statutes

Exhibit 8

**Community College Upper Division Student Headcount
By Year and Program Type**

	2002-03	2003-04	2004-05	2005-06	2006-07
Bachelor of Applied Sciences Programs	307	522	897	1,227	1,849
Nursing Programs	138	211	334	391	513
Education Programs-All Fields	182	519	663	713	804
<i>Education Programs-Mathematics</i>	15	23	63	57	83
<i>Education Programs-Science</i>	8	8	27	35	44
Program Not Identified	0	0	0	1	0
<i>All Baccalaureate Programs</i>	627	1,252	1,894	2,332	3,166
BS/BA Transitional Students	0	0	0	174	387
<i>Upper Division Degree-Seeking Students</i>	627	1,252	1,894	2,506	3,553

Source: Florida PK-20 Education Data Warehouse, 2002-03 through 2006-07

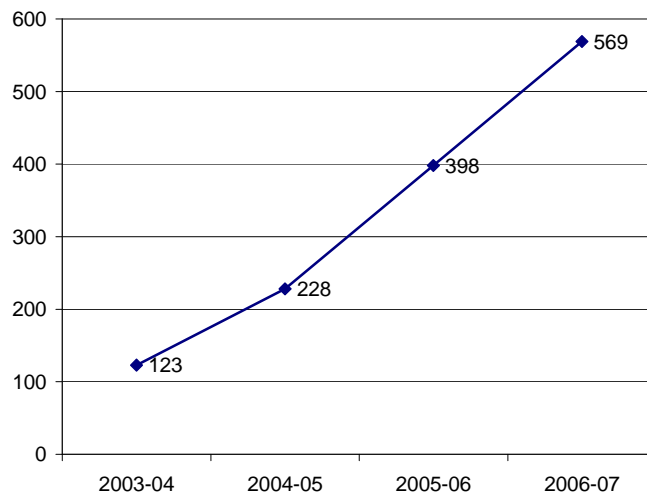
These programs also appeal to the non-traditional population that community colleges have historically served. As shown previously in Exhibit 4, an average of 64% of the baccalaureate students in community colleges have been between the ages of 25 and 44. Additionally, on average, 15% of community college baccalaureate students were between 45 and 54. By comparison, 26% of the upper division students in the SUS in Fall 2005 were between the ages of 25 and 44 and only 3% were older than 45.¹²

Baccalaureate Graduates

The first community college baccalaureate degrees were awarded in 2003-04. The number of baccalaureate degrees earned at community colleges has climbed steadily from 123 during the first year in which baccalaureate degrees were awarded to 569 in 2006-07 (Exhibit 9). This represents a total of 1,318 baccalaureate degrees granted by community colleges since 2003-04. Exhibit 10 provides data for the number of degrees awarded in a four-year period according to program type: 546 (41%) Education (all fields); 541 (41%) Bachelor of Applied Science; and 231 (18%) Nursing.

Exhibit 9

Community College Baccalaureate Degrees Awarded by Year



Source: PK-20 Education Data Warehouse, 2002-03 through 2006-07

¹² Fact Book, State University System of Florida, 2005, Table 22.

Exhibit 10

Community College Baccalaureate Degrees Awarded
By Type of Program

	2003-04	2004-05	2005-06	2006-07	4-Year Total
Bachelor of Applied Sciences Degrees	47	74	159	261	541
Nursing Degrees	28	52	58	93	231
Education Degrees-All Fields	48	102	181	215	546
<i>Education Degrees-Mathematics</i>	6	6	17	20	49
<i>Education Degrees-Science</i>	2	4	6	10	22
All Baccalaureate Degrees	123	228	398	569	1,318

Source: Florida PK-20 Education Data Warehouse, 2003-04 through 2006-07

As Florida community colleges begin to play a more prominent role in teacher preparation, the number of education programs developing within these institutions is also steadily increasing. In 2002, the federal No Child Left Behind Act was signed into law. This act mandated, along with other requirements, that every core-subject classroom be taught by a highly qualified teacher. In the same year, Floridians passed the class-size reduction amendment, which established by the beginning of the 2010-2011 school year, the maximum number of students in core-curricula courses assigned to a teacher in each of the following three grade groupings: (1) Pre-kindergarten through grade 3, eighteen students; (2) grades 4 through 8, twenty-two students; and (3) grades 9 through 12, twenty-five students.)¹³ These two factors combined with teacher turnover and increased student enrollment have contributed to an estimated need to produce approximately 20,000 new teachers a year for the next ten years to meet growing demand.¹⁴ The proactive stance Florida community colleges have taken in addressing this shortage through baccalaureate degrees has resulted in steadily increasing enrollments, with Education degrees surpassing all other types of programs in the number of degrees awarded. While these numbers are small in comparison to large four-year institutions, baccalaureate initiatives through community colleges are providing a response to the state's education and workforce needs.

After Graduation

In education, as in other fields, many stakeholders have a keen interest in the outcomes of their initiatives. What is working? What is not? How can we improve? The Department of Education collects data on students after graduation through the Florida Education and Training Placement Information Program (FETPIP) database. The FETPIP system was established by s.1008.39, F.S., "to compile, maintain, and disseminate information concerning the educational histories, placement and employment, enlistments in the United States armed services and in other measures of success of former participants in state educational and workforce development program."

Summary data in Exhibit 11 includes graduates who were found employed or continuing education at any time through 2005-06. Outcomes data on 2006-07 graduates are not available at the time of publication since they will be tracked through December 2007. These data are still being compiled.

¹³ <http://www.fldoe.org/arm/class-size.asp>

¹⁴ <http://www.fldoe.org/evaluation/pdf/crit1200.pdf>; <http://www.ecs.org/clearinghouse/74/01/7401.pdf>

Exhibit 11

Follow-Up Information On Community College Baccalaureate Graduates

	Percent Employed*	Percent Continuing Education*
2003-04 Graduates	86.2%	25.2%
2004-05 Graduates	94.7%	22.9%
2005-06 Graduates	86.7%	9.8%

* Percentages do not add to 100% since the same student may be employed and continuing education

Source: Florida Education & Training Placement Information Program (FETPIP)

Conclusions

As additional community colleges in Florida and across the nation explore offering baccalaureate degrees, enrollments in these programs will increase as these institutions gain visibility as a viable educational avenue. Based on the continuous increase in enrollments that current baccalaureate programs in Florida are experiencing, the likelihood that this trend will continue is favorable. Continued partnerships with institutions in the State University System of Florida, the Independent Colleges and Universities of Florida, and other colleges and universities, represent vital relationships that must continue to be maintained in order to respond to the state’s educational and workforce needs.

Recommendations

1. Higher education must adapt to the changing landscape of the state’s economic and workforce needs-to prepare its citizens for an increasingly globalized market. For this, Florida should continue to consider the role of the community college as a viable source to provide a baccalaureate education to non-traditional students.
2. The Florida Community College System, in cooperation with the State University System of Florida, the Independent Colleges and Universities of Florida, and other postsecondary institutions should continuously seek ways to develop partnerships to meet the state’s educational and workforce demands.
3. As community college baccalaureate degree programs grow and graduations continue to increase, the performance of these programs needs to be assessed on a regular basis. The Division of Community Colleges, working with the Community College Council of Presidents’ Baccalaureate Committee, has recently developed accountability measures to track the longitudinal performance of baccalaureate degrees granted by community colleges. These measures will be vital in determining the usefulness and sustainability of such programs.
4. Systemic, long-range planning needs to be undertaken to address expansion of community college baccalaureates in a way which will optimize outputs and best meet the social and economic needs of the state. Planning needs to include projected programs, enrollment, funding and accountability factors.

For more information about this Program Review, contact Dr. Pat Windham at Pat.Windham@fldoe.org.

Appendix 1

Agreement between State Board of Education and the Board of Governors, January 10, 2007

Note: This is a re-typed version of the signed original.

AGREEMENT

Florida continues to rank near last in bachelor's degree production, and is experiencing significant shortages in teacher education, nursing, and applied sciences critical to the workforce viability and economic development of the state.

Florida's 2+2 system is a nationally recognized system of articulation, providing a majority of students with access to higher education that begins in one of 28 state community colleges and culminates with articulation/transfer into one of 11 state universities to earn a bachelor's degree. The State Board of Education and the Board of Governors pledge to continue to support this as the primary route of higher education access for a full range of bachelor's degree programs. Joint and concurrent use programs, offering university programs on community college campuses, have increased by 102% since 2000-2001, and are a growing and important collaborative/partnership approach to providing more access geographically with existing resources.

Additionally, as a way to target more regional access to non-traditional students and to target local high demand workforce needs, community colleges are increasing their role as authorized by the Florida Legislature by seeking approval to offer limited numbers of bachelor's degrees.

The Board of Governors and the State Board of Education agree that Florida's community colleges are positioned and capable of helping to meet a portion of this

unmet need in a quality, cost-effective way, both through 2+2 partnerships and by granting baccalaureate degrees. The boards further agree that community colleges should focus on bachelor's degrees limited to teaching, nursing, and Bachelor of Applied Science (BAS) workforce-oriented degrees in high-need/high-demand majors. The 2+2 and partnership approaches should continue to be supported as the priority routes for most students seeking other degrees.

Given the existing statutory authority to provide these degrees, the compelling need, the increasing partnerships, the unique needs of the community college student population, and the highly-focused scope of this initiative, there is common ground for cross-sector recognition of a shared approach to expanding baccalaureate access in Florida. Florida universities will still need to address additional access needs for growing numbers of traditional students graduating from Florida's high schools, even as community colleges provide additional access opportunities.

Therefore, the State Board of Education and the Board of Governors agree that, pursuant to section 1007.33, Florida Statutes, the State Board of Education should continue to support baccalaureate degrees at community colleges limited to the areas of teaching, nursing, and applied sciences.

The Bachelor of Applied Science degree is a workforce baccalaureate designed primarily for Associate in Science degree holders desiring career advancement and/or advance technical training.

Further, the two boards agree to seek modifications to section 1007.33 that are in accord with this Agreement to further define and clarify the role of community colleges

in expanding access to the baccalaureate degree in these fields to more students in these high need areas.

This Agreement shall be conditioned upon the dismissal by Plaintiffs of their claim directed to the alleged unconstitutionality of section 1007.33 in the current legal action in *Floridians for Constitutional Integrity, Inc., et al. v. State Board of Education and Board of Governors*, Case No. 04-CA-3040, pending before the Circuit Court of the Second Judicial Circuit in and for Leon County, Florida by ~~Wednesday, January 10, 2007~~ Thursday, January 11, 2007.

DATED this 10 day of January, 2007.

STATE BOARD OF EDUCATION

By: /s/_____

T. Willard Fair
January 10, 2007

BOARD OF GOVERNORS

By: /s/_____

Carolyn K. Roberts

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Appendix 2

Chronological History of Community College Baccalaureate Degrees Updated February 2007

1998

- The State Board of Community Colleges, the Postsecondary Education Planning Commission (PEPC) and the Senate Education Committee identify access to the baccalaureate as a major issue in Florida and recognize community colleges as a potential option for addressing this need.

1999

- State University System Chancellor Adam Herbert and Community College System Executive Director David Armstrong establish the Concurrent-Use Task Force to identify options and opportunities for partnerships to increase access to baccalaureate degrees.
- The 1999 Florida Legislature passes legislation enabling community colleges to seek approval from the Legislature to grant baccalaureate degrees in areas of high demand. For the first time, specific funds (appropriation 31B) are appropriated (\$2 million), but vetoed, to support community college efforts in this area.

2000

- The 2000 Florida Legislature enacts legislation to repeal the Board of Regents and the State Board of Community Colleges, and establishes a Task Force to make recommendations related to implementing a new K-20 system.

2001

- Senate Bill 1162 re-establishes "St. Petersburg Junior College" as "St. Petersburg College," providing authority to grant baccalaureate degrees in nursing, education and information technology. This is the first community college in Florida authorized to grant baccalaureate degrees. \$1 million is appropriated to St. Petersburg College for this effort (GAA 2001-02, specific appropriation 199A). (Authority is codified in s. 1004.73 F.S.)
- Senate Bill 1162 places into statute a process by which community colleges may seek approval by the State Board of Education (State Board) to grant baccalaureate degrees in limited areas. (Authority is codified in s. 1007.33 F.S.)
- Three community colleges – Chipola Junior College, Edison Community College, and Miami Dade Community College– submit baccalaureate proposals to the Council for Education Policy Research and Improvement (CEPRI), formerly known as Postsecondary Education Planning Commission (PEPC), serving as primary reviewer per s. 1007.33 F.S.
- After \$1 million is appropriated to support St. Petersburg College (previously mentioned), another \$5 million is made available for other community colleges to grant baccalaureate degrees using the process established in SB 1162 (this amount is reduced to \$3,937,600 as a result of Special Session C budget cuts).

2002

- In 2002, Chipola Junior College was granted approval by the State Board to offer a Bachelor of Arts degree in Secondary Education in mathematics and science. Proposals to begin programs in Nursing and Business Administration were not approved.
- Subsequent to the 2002 letter of agreement signed by the Commissioner of Education and the President of the college, Chipola Junior College pursued an accreditation change from the Southern Association of Colleges and Schools Commission on Colleges (SACS-COC) to move from Level I to Level II (baccalaureate) status. At that time, the institution changed its name to Chipola College.
- In 2002, Miami Dade Community College was granted approval by the State Board to offer a baccalaureate degree in Exceptional Student Education and Secondary Education in the areas of mathematics and science.
- Subsequent to the 2002 Letter of Agreement, the SACS-COC awarded Miami Dade Community College membership at Level II, and the college began offering baccalaureate degrees in Secondary Science Education with concentrations in Biology, Chemistry, Earth Sciences, and Physics; Secondary Mathematics Education; and Exceptional Student Education. At that time, the institution changed its name to Miami Dade College.
- The State Board approves funding for a joint Bachelor of Science degree in Public Service Management between Edison Community College and Florida Gulf Coast University. Edison drops the word "community" from its name.

2003

- In 2003, Okaloosa-Walton Community College was granted approval by the State Board to offer a Bachelor of Applied Science (BAS) degree in Project and Acquisitions Management. In December 2003, SACS-COC awarded the college membership at Level II. The college was officially renamed as Okaloosa-Walton College. They also entered into a unique agreement with the University of West Florida to offer a Bachelor of Science degree in Nursing via a flexible, non-traditional format. The degree is conferred by University of West Florida (UWF).

2004

- In 2004, Daytona Beach Community College submitted a proposal to grant a BAS degree. CEPRI's initial review and report did not support approval of this request, but additional information presented by the President and others at the CEPRI meeting regarding local need, did have a favorable impact. CEPRI granted the college 30 additional days to collect information and address the issues raised.
- Edison College and Florida Gulf Coast University jointly request the State Board to release them from the joint-baccalaureate partnership degree program in Public Service Management, citing low enrollments and delivery problems.
- Edison College submits a proposal to CEPRI and the Department of Education in 2004 for a Bachelor of Applied Science in Public Safety Management, offered independently.
- The first community college baccalaureate degrees in the state are awarded by St. Petersburg College.

2005

- Commissioner of Education John Winn and Community College Chancellor J. David Armstrong get clarification/assurance from the SACS-COC that community colleges will not be required to eliminate “community” from their name in order to be recognized as baccalaureate-degree granting institutions.
- With additional information provided by Daytona Beach Community College, the proposal for a BAS degree in Management and Supervision was approved by the State Board at the April 2005 meeting. Daytona Beach did not elect to change the name of their institution upon attaining SACS-COC Level II accreditation.
- At its February 2005 meeting, CEPRI recommended that the State Board grant the authority for Edison College to offer the BAS degree in Public Safety Management. The proposal was approved by the State Board at the April 2005 meeting.
- Funding for CEPRI was not appropriated for 2005.
- In August 2005, the State Board approves a new process for approval of community college baccalaureate proposals. Proposals will now be evaluated by a cross-functional review team consisting of the Division of Accountability, Research and Measurement staff, the Division of Community Colleges and Workforce Education staff, the Board of Governors staff and external reviewers, as appropriate. The State Board will still make the final determination for community college baccalaureate degree program approval.

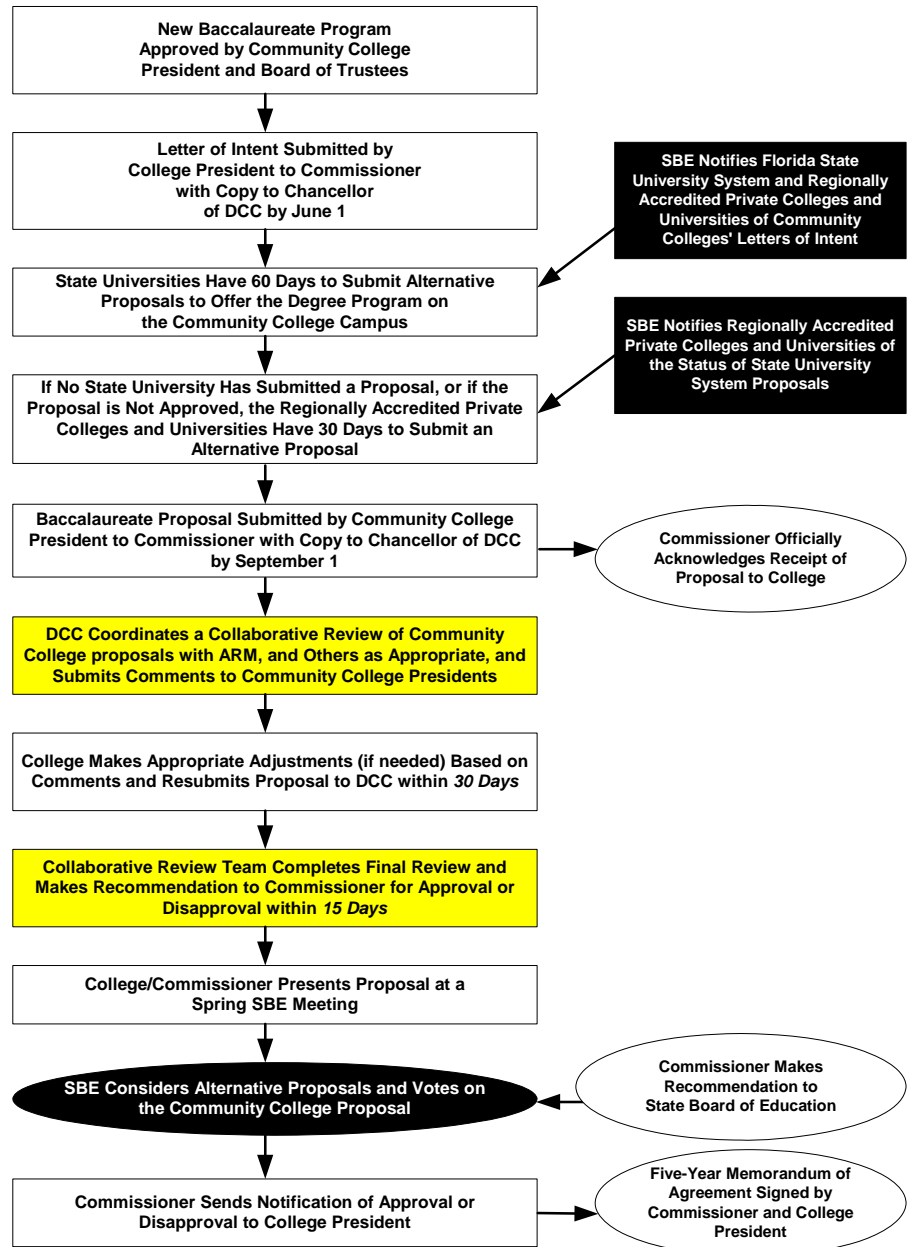
2006

- In February 2006, the State Board approved a proposal submitted by Florida Community College at Jacksonville (FCCJ) for a BAS degree in Fire Science (subsequently changed to Fire Science Management). FCCJ did not elect to change the name of its institution upon attaining SACS-COC Level II accreditation.
- By Spring 2006, the following Florida community colleges were approved to offer a total of 30 baccalaureate degrees:

○ Chipola College	Education (4)
○ Daytona Beach Community College	Supervision and Management
○ Edison College	Public Safety Management
○ Miami Dade College	Education (6); Public Safety Management
○ Okaloosa-Walton College	Project and Acquisitions Management
○ St. Petersburg College	Education (6); Nursing; Various Professional, Technical, and Management fields (8)
○ FL Community College at Jacksonville	Fire Science Management
- *Floridians for Constitutional Integrity, Inc., et al. v. State Board of Education and Board of Governors*, challenging authority of State Board to approve community college baccalaureate degrees is re-filed in the Circuit Court of the Second Judicial District of Florida.
- The Commissioner of Education John Winn approved contracting with “external reviewers” for community college baccalaureate proposals.

Appendix 3

**BACCALAUREATE PROPOSAL APPROVAL PROCESS
FOR COMMUNITY COLLEGES**



Note:
Time lines in italics are approximate

Appendix 4

1007.33 Site-determined baccalaureate degree access.— (1) The Legislature recognizes that public and private postsecondary educational institutions play essential roles in improving the quality of life and economic well-being of the state and its residents. The Legislature also recognizes that economic development needs and the educational needs of place-bound, nontraditional students have increased the demand for local access to baccalaureate degree programs. In some, but not all, geographic regions, baccalaureate degree programs are being delivered successfully at the local community college through agreements between the community college and 4-year postsecondary institutions within or outside of the state. It is therefore the intent of the Legislature to further expand access to baccalaureate degree programs through the use of community colleges.

(2) A community college may enter into a formal agreement pursuant to the provisions of s. [1007.22](#) for the delivery of specified baccalaureate degree programs.

(3)(a) A community college may develop a proposal to deliver specified baccalaureate degree programs in its district to meet local workforce needs. A community college may also develop proposals to deliver baccalaureate degree programs in math and science which would prepare graduates to enter a teaching position in math or science.

(b) The community college's proposal must be submitted to the State Board of Education for approval.

(c) The community college's proposal must include the following information:

1. Demand for the baccalaureate degree program is identified by the workforce development board, local businesses and industry, local chambers of commerce, and potential students.

2. Unmet need for graduates of the proposed degree program is substantiated.

3. The community college has the facilities and academic resources to deliver the program.

(d) A community college that plans to submit a proposal pursuant to this subsection shall submit notice of its intent to the State Board of Education, including a brief description of the program that will be proposed and an estimated timeframe for implementation, at least 90 days prior to submitting the proposal. The State Board of Education shall advise state universities and each regionally accredited private college and university that is chartered in and has its primary campus located in the state of the community college's notice of intent. State universities shall have 60 days to submit an alternative proposal to offer the baccalaureate degree program on the community college campus. If the state board does not receive a proposal from a state university within the 60-day time period or if the university proposal is not approved, the state board shall provide the regionally accredited private colleges and universities 30 days to submit an alternative proposal. An alternative proposal must adequately address:

1. The extent to which students will be able to complete the degree in the community college district.

2. The level of financial commitment of the college or university to the development, implementation, and maintenance of the specified degree program, including timelines.

3. The extent to which faculty at both the community college and the college or university will collaborate in the development and offering of the curriculum.

4. The ability of the community college and the college or university to develop and approve the curriculum for the specified degree program within 6 months after an agreement between the community college and the college or university is signed.

5. The extent to which the student may incur additional costs above what the student would expect to incur if the program were offered by the community college.

(e) The State Board of Education must consider the alternative proposals in making its decision to approve or deny a community college's proposal.

(f) If no alternative proposal is received or approved and the State Board of Education determines that a community college proposal is deficient, the state board must notify the community college of the deficiencies in writing and provide the community college the opportunity to correct the deficiencies.

(g) Upon approval of the State Board of Education for the specific degree program or programs, the community college shall pursue regional accreditation by the Commission on Colleges of the Southern Association of Colleges and Schools.

(h) Any additional baccalaureate degree programs the community college wishes to offer must be approved by the State Board of Education.

(i) Approval by the State Board of Education of a community college proposal to deliver a specified baccalaureate degree program does not alter the governance relationship of the community college with its local board of trustees or the State Board of Education.

(4) A community college may not terminate its associate in arts or associate in science degree programs as a result of the authorization provided in subsection (3). The Legislature intends that the primary mission of a community college, including a community college that offers baccalaureate degree programs, continues to be the provision of associate degrees that provide access to a university.

History.--s. 363, ch. 2002-387; s. 122, ch. 2007-217; s. 7, ch. 2007-246.

Appendix 5

1004.73 St. Petersburg College.-- (1) LEGISLATIVE INTENT.--The Legislature intends to create an innovative means to increase access to baccalaureate degree level education in populous counties that are underserved by public baccalaureate degree granting institutions. This education is intended to address the state's workforce needs, especially the need for teachers, nurses, and business managers in agencies and firms that require expertise in technology.

(2) ST. PETERSBURG COLLEGE; MISSION; POLICIES.--St. Petersburg College shall immediately seek accreditation from the Southern Association of Colleges and Schools as a baccalaureate degree granting college.

(a) The primary mission of St. Petersburg College is to provide high-quality undergraduate education at an affordable price for students and the state. The purpose is to promote economic development by preparing people for occupations that require a bachelor's degree and are in demand by existing or emerging public and private employers in this state.

(b) St. Petersburg College shall maintain the mission and policies of a Florida community college, including the open-door admissions policy and the authority to offer all programs consistent with a community college's authority.

(c) St. Petersburg College shall maintain the distinction between the college and its university center. St. Petersburg College is limited to community college programs and to selected baccalaureate degree level programs that meet community needs and are authorized as provided by this section. The University Center may make available more diverse program offerings, but those programs are offered by a participating college or university and are not to be classified or funded as programs of St. Petersburg College.

(d) The academic policies of the upper-division program at St. Petersburg College must be in accordance with policies of the State Board of Education.

(e) Sections [1013.39](#) and [1013.82](#) apply to St. Petersburg College.

(3) STUDENTS; FEES.--

(a) St. Petersburg College shall maintain separate records for students who are enrolled in courses classified in the upper division and lower division of a baccalaureate program, according to the statewide course numbering system. A student shall be reported as a community college student for enrollment in a lower-division course and as a baccalaureate degree program student for enrollment in an upper-division course.

(b) The Board of Trustees of St. Petersburg College shall establish the level of tuition and other authorized student fees consistent with law and proviso in the General Appropriations Act.

1. For each credit hour of enrollment in a certificate level course or lower-division level college credit course, tuition and fees must be within the range authorized in law and rule for a community college student at that level.

2. For each credit hour of enrollment in an upper-division level course, matriculation and tuition fees must be in an amount established by the Board of Trustees of St. Petersburg College. However, fees for upper-division students must reflect the fact that the college does not incur the costs of major research programs. Therefore, the board of trustees shall establish fees for upper-division students within a range that is lower than the fees established for students at a state university but higher than the fees for community college students.

3. Other mandatory fees and local fees must be at the same level for all lower-division students. For upper-division students, other mandatory fees and local fees must be at a level less than fees established for University of South Florida students, regardless of program enrollment or level. However, students in workforce education courses maintain the authorized fee exemptions described in s. [1009.25](#) and may be exempt from local fees imposed by the board of trustees, at the board's discretion.

(4) DEGREES.--

(a) In addition to the certificates, diplomas, and degrees authorized in s. [1004.65](#), St. Petersburg College may offer selected baccalaureate degrees. Initially, the college may offer programs that lead to a baccalaureate degree in the following fields:

1. Bachelor of Science in Nursing. This program must be designed to articulate with the associate in science degree in nursing. St. Petersburg College shall continue to offer the associate in science degree in nursing.

2. Bachelor of Arts and Bachelor of Science in Elementary Education.

3. Bachelor of Arts and Bachelor of Science in Special Education.

4. Bachelor of Arts and Bachelor of Science in Secondary Education.

5. Bachelor of Applied Science in fields selected by the Board of Trustees of St. Petersburg College. The board of trustees shall base the selection on an analysis of workforce needs and opportunities in the following counties: Pinellas, Pasco, Hernando, and other counties approved by the Department of Education. For each program selected, St. Petersburg College must offer a related associate in science or associate in applied science degree program, and the baccalaureate degree level program must be designed to articulate fully with at least one associate in science degree program. The college is encouraged to develop articulation agreements for enrollment of graduates of related associate in applied science degree programs.

(b) St. Petersburg College may offer courses that enable teachers to qualify for certification and recertification as required by law or rule.

(c) St. Petersburg College may offer programs to provide opportunities for a person who holds a baccalaureate degree, but is not certified to teach, to obtain any additional courses required for teacher certification.

(d) Master's degree level programs and doctoral programs may be provided by agreement with a college or university participating in the University Center of St. Petersburg College.

(e) For those students living outside Pinellas County, St. Petersburg College shall recruit for the upper division only those students who have earned an associate degree. In recruiting upper-division students in Pasco and Hernando Counties, St. Petersburg College shall work cooperatively with Pasco-Hernando Community College and shall seek to offer courses and programs at Pasco-Hernando Community College when feasible. The nursing programs, in particular, must be conducted cooperatively, and programs at St. Petersburg College shall not conflict with Pasco-Hernando Community College's and the University of South Florida's cooperative nursing program.

(5) BOARDS.--

(a) The Board of Trustees of St. Petersburg College serves as the college's governing board. The Governor shall appoint members as provided in s. [1001.61](#), and the board has the duties and authorities granted in ss. [1001.63](#) and [1001.64](#) and by rules of the State Board of Education.

(b) The Board of Trustees of St. Petersburg College may authorize direct-support organizations as authorized in ss. [1004.28](#) and [1004.70](#).

(c) The Board of Trustees of St. Petersburg College may continue to award degrees, diplomas, and certificates as authorized for St. Petersburg Junior College, and in the name of St. Petersburg Junior College, until St. Petersburg College receives its accreditation.

(d) A coordinating board shall assist the board of trustees in its deliberations concerning issues that affect the upper division of St. Petersburg College. The coordinating board consists of the President of the University of South Florida, the President of St. Petersburg College, the President of Pasco-Hernando Community College, and the chairs of the boards of trustees of those institutions.

(e) Beginning 4 years after the college receives accreditation to offer baccalaureate degrees, the Board of Trustees of St. Petersburg College may determine additional programs to be offered, with the approval of the coordinating board. The determination must consider community needs and economic opportunities.

(f) The coordinating board shall meet at the request of the President of the University of South Florida or the President of St. Petersburg College.

(g) If the coordinating board cannot decide an issue of importance to the programs designed for upper-division students, the State Board of Education shall resolve the issue.

(6) EMPLOYEES.--

(a) Employment at St. Petersburg College is governed by the same laws that govern community colleges, except that upper-division faculty are eligible for continuing contracts upon the completion of the fifth year of teaching.

(b) Employee records for all personnel shall be maintained as required by s. [1012.81](#).

(7) FACILITIES.--St. Petersburg College may request funding from the Public Education Capital Outlay and Debt Service Trust Fund as a community college and as a university. The municipalities in Pinellas County, the Board of County Commissioners of Pinellas County, and all other governmental entities are authorized to cooperate with the Board of Trustees of St. Petersburg College in establishing this institution. The acquisition and donation of lands, buildings, and equipment for the use of St. Petersburg College are authorized as a public purpose. The Board of County Commissioners of Pinellas County and all municipalities in Pinellas County may exercise the power of eminent domain to acquire lands, buildings, and equipment for the use of St. Petersburg College, regardless of whether such lands, buildings, and equipment are located in a community redevelopment area.

(8) STATE FUNDING.--

(a) The Legislature intends to fund St. Petersburg College as a community college for its workforce education programs and for its lower-division level college credit courses and programs.

(b) The Legislature intends to fund St. Petersburg College as a baccalaureate degree level institution for its upper-division level courses and programs.

History.--s. 224, ch. 2002-387; s. 92, ch. 2004-357.