



**Recommendations of the State University System Workgroup
With Regard to Senate Bill 1716
And the Florida State College System**

August, 2008

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SUMMARY OF A STATE UNIVERSITY SYSTEM RESPONSE AND RECOMMENDATIONS

Access to the Baccalaureate

1. The convening of the Florida College System Task Force presents a unique opportunity to provide a cross-sector forum for exploring the host of planning issues associated with a Florida College System. As Chair, the Commissioner should clarify the relationship between the Task Force and the State College Pilot Project.
2. Florida should continue its promotion of the nationally recognized 2+2 model for providing baccalaureate education, a model with excellent articulation across sectors that has defined Florida's postsecondary system.
3. The Board of Governors supports the arguments for increasing access to the baccalaureate, and for increasing the number and percentage of Floridians with baccalaureate degrees.

Mission Characteristics

4. A benefit of creating the Florida College System Task Force will be to clarify the distinctions among state colleges, baccalaureate-granting community colleges, and community colleges. This clarification should take into consideration the mission of the State University System as well as the missions of its individual institutions.

State-Level Coordination

5. Enrollment planning and adjustment, and state-level monitoring and accountability should incorporate multi-sector input to maximize efficiencies and reduce duplication.

Approval Process

6. The process for designating an institution as a state college should incorporate the input from multiple stakeholders, including the State University System, community colleges, and the Independent Colleges and Universities of Florida. It may be appropriate for the Task Force to seek the advice and counsel of representatives of the Southern Association of Colleges and Schools and other organizations.
7. Until a Florida State College System sufficiently matures, all baccalaureates should be approved by the State Board of Education through a rigorous proposal process comparable to the one used for baccalaureates in the university system, including in-depth needs

analyses, five year cost projections, and projected impact on existing programs in the state.

Degree Area Identification

8. The Florida College System Task Force should utilize the work that has been done to align programmatic offerings with targeted areas and workforce need. Florida State Colleges should concentrate on offering degrees in critical need and workforce-related areas that do not unnecessarily duplicate offerings at other institutions.

Degree Characteristics

9. In order to facilitate transfer and articulation for Florida's students, baccalaureates offered by the Florida College System should fall under the statewide Articulation Agreement, participate in the common course prerequisites, and be limited in most cases to 60 hours beyond the associate degree.
10. The Florida College System Task Force should consider a system-level position with regard to discipline-specific accreditation.

Funding

11. The Florida College System Task Force should work across educational sectors to develop a methodology for comparing the costs associated with offering baccalaureates at all institutions in Florida.
12. The Florida College System Task Force should work across educational sectors to develop a methodology for comparing instructional and other costs directly or indirectly associated with offering baccalaureates at all institutions in Florida.

INTRODUCTION

Senate Bill 1716 creates the Florida College System, the Florida College System Task Force, and the State College Pilot Project. The purpose of this working paper is to provide input to the State University System's (SUS) representative on the Florida College System Task Force with regard to areas of support, issues that might be raised, and recommendations relative to the legislative charge of the Task Force. This working paper reflects discussions among various SUS representatives from offices of academic affairs, planning and analysis, budget and finance, and governmental relations.

Senate Bill 1716: Summary of the Florida College System

Senate Bill 1716 creates a single Florida College System comprised of institutions granting 2-year and 4-year degrees as provided by law. (Institutions are specifically disallowed from offering graduate programs.) Institutions are to continue to be governed by local board of trustees. Expectations are that the institutions will continue to respond to community needs, maintain open-door admissions policies for associate-level and workforce education programs, continue to serve underserved populations and provide remedial education, and comply with the statewide articulation agreement. The bill further stipulates that the baccalaureate programs offered by these institutions are to demonstrate substantial savings to students and to the State over the cost of providing the degree in the SUS.

The most salient intentions of this portion of Senate Bill 1716, then, appear to:

- call for a systemic approach to the transitioning of certain community colleges to baccalaureate-granting institutions as opposed to a series of random, uncoordinated decisions;
- insist on maintaining certain characteristics of the core community college mission for such institutions;
- make clear that such institutions will continue to be governed by their local boards; and
- stipulate that the baccalaureate-related products and services of such institutions must be delivered at substantially less cost to both the State and the student than if delivered by the SUS.

Senate Bill 1716: Summary of the Florida College System Task Force

The bill creates an eleven-member Florida College System Task Force, chaired by the Commissioner of Education, to develop findings and recommendations regarding the transition of community colleges to baccalaureate-granting colleges, as well as the criteria for establishing and funding state colleges. It is probable that a distinction is intended between the two (baccalaureate-granting and state colleges) so that the Florida College System will have three types of institutions: state colleges, baccalaureate-granting community colleges, and those community colleges that choose to not grant baccalaureates.

The Task Force is to recommend processes for approving new baccalaureate programs, for approving institutions as baccalaureate-granting community colleges, and for approving institutions as state colleges. Here, the distinction is clearly made between baccalaureate-granting community colleges and a subset of these identified as state colleges. Less apparent is what is intended with regard to a program approval process, since 1007.33, "Site-Determined

Baccalaureate Degree Access,” already exists in statute and includes a methodology for approving baccalaureates at community colleges.

The Commissioner of Education, as Task Force Chair, may wish to seek clarification of this portion of Senate Bill 1716, as three separate but potentially linked items are referenced at the same time: (1) the approval of individual baccalaureates, (2) the larger issue of approving a community college as baccalaureate-granting, and (3) the even larger issue of approving institutions as state colleges. It may be that the statutory language reflects an expectation of something more substantive for an action as consequential as an institution’s change in degree-granting status, heretofore triggered by as little as the offering of a single baccalaureate.

The Task Force is also to recommend a funding model that considers projected enrollment, adjustments for actual enrollment, program mix, and comparable support for similar programs across all state colleges and community colleges authorized to award baccalaureate degrees. The bill requires that the funding model ensure that the programs and services demonstrate substantial savings to the student and to the State over the cost of providing the degree in the SUS.

By March 2, 2009, the Task Force is to submit a report that will (1) identify both geographic and academic areas in which increased numbers of baccalaureate graduates are necessary in order to meet regional and statewide workforce needs, (2) provide information with regard to the State College Pilot Project implementation, and (3) recommend priorities and criteria for baccalaureate programs that may be offered without specific approval by the State Board of Education.

The most salient intentions of this portion of Senate Bill 1716, then, appear to:

- call for a review of the State’s current process for baccalaureate approval at community colleges;
- call for more thoughtful attention by the State to the consequences and implications prior to a community college’s mission expansion;
- reinforce the desire that funding community college baccalaureates be driven by projected and then actual enrollments, that similar degrees are funded the same across the Florida College System, and that such degrees are cheaper to the State and to the public than State University System baccalaureates; and
- provide for the offering of certain baccalaureates by community colleges without approval by the State Board of Education.

Summary of State College Pilot Project

The bill creates the State College Pilot Project to include Chipola College, Daytona Beach College, Edison College, Indian River College, Miami Dade College, Okaloosa-Walton College, Polk College, Santa Fe College, and St. Petersburg College. The project is to recommend to the Legislature criteria and an approval process for the transition of baccalaureate-granting community colleges to state colleges, and a funding model.

Because parts of the Pilot Project’s charge overlap with that of the Florida College System Task Force, institutions participating in the Pilot Project are to collaborate with the Florida College System Task Force to make recommendations on specific issues. These include the development of a program approval process to be followed by the State Board of Education when considering proposals for new baccalaureate degree programs designed to meet the employment needs of Florida. Proposals for new baccalaureate degree programs at state colleges are not limited to proposals designed to meet regional workforce needs. The Pilot Project is also charged with criteria formulation for the transition of an institution

from a community college to a state college, and the development of a funding model for state colleges. A final report, including a status report on the transition of the institutions participating in the pilot project and recommendations on the issues outlined above is due by January 1, 2009.

The most salient intentions of this portion of Senate Bill 1716, then, appear to:

- distinguish between some Florida College System institutions and a state college;
- duplicate certain aspects of the Florida College System Task Force's charge (criteria and an approval process for transitioning baccalaureate-granting community colleges to state colleges, and funding considerations); and
- negate the restriction on baccalaureates to specific workforce-related areas only in the case of state colleges.

A State University System Response

In June 2008 a State University System Workgroup was created in order to provide its representative on the Florida College System Task Force with recommendations, and areas of consideration. Although the Workgroup's recommendations cross topical boundaries, recommendations are offered in the following general areas:

- access to the baccalaureate,
- mission characteristics,
- state-level coordination,
- approval process,
- degree areas identification,
- degree characteristics, and
- funding.

ACCESS TO THE BACCALAUREATE

Recommendation 1: *The convening of the Florida College System Task Force presents a unique opportunity to provide a cross-sector forum for exploring the host of planning issues associated with a Florida College System. As Chair, the Commissioner should clarify the relationship between the Task Force and the State College Pilot Project.*

The State University System commends the legislative commitment to thoughtful, deliberative planning associated with the Florida College System Task Force and the Florida State College Pilot Project. Discussions by Florida policymakers will be better served if the assumptions and issues associated with need and demand, governance, realistic cost estimates and reliable funding, programmatic approval and offerings, and institutional mission dynamics are carefully considered prior to implementation. The State University System believes that prospects for providing Floridians with the most and the best access to postsecondary education will depend on an open dialogue among systems that places planning over politics, delivery over dollars, and quality over quid pro quo.

If the irony is lost that Florida had at one time a Postsecondary Education Planning Commission considered to be one of the most meaningful in the United States, that Commission's work-products should not also be lost. They include Feasibility Plan for Implementation of a State College System (1998), Access to the Baccalaureate Degree in Florida (1994), Evaluation of Florida's Two-Plus-Two Articulation System (1999), Baccalaureate Needs Assessment in Five Selected Counties (2001), and Study of the Need for Baccalaureate Degree Opportunities in Five Florida Counties (2000).

Given the overlap of its charge with that of the State College Pilot Project, the Commissioner of Education as Chair of the Florida College System Task Force

should seek clarification of legislative intent as to how the two entities are to work. Notwithstanding the Pilot Project's reporting date earlier than the Task Force's, it is possible that actions by the Pilot Project could render moot certain of the deliberations by the broader Task Force, and it would be appropriate to understand how the Legislature envisioned the two working together.

Recommendation 2: *Florida should continue its promotion of the nationally recognized 2+2 model for providing baccalaureate education, a model with excellent articulation across sectors that has defined Florida's postsecondary system.*

Florida's system of articulation and transfer will continue to be the main model for accessing baccalaureate education in Florida. Accordingly, efforts toward a Florida College System should not detract from or provide disincentives for participating in the 2+2 model or, more generally, from the opportunity to maximize transfer across institutions and sectors. There is currently no reward mechanism for community colleges and universities that are working together to forge interinstitutional articulation agreements in lieu of seeing the transition of community colleges to baccalaureate-granting institutions. Currently, there is a level of concern about the future of 2+2 on the part of both SUS and community college institutions. These concerns should be addressed, and the Task Force should take advantage of ongoing work by the Department of Education, the Board of Governors, the Office of Program Policy Analysis and Government Accountability, and others. Currently, the Articulation Coordinating Committee (ACC) is undertaking a comprehensive review of Florida's statewide Articulation Agreement. The Task Force should especially be informed of the ACC's work to revisit an Agreement that reflects the evolution of Florida's postsecondary delivery system. It is not too soon, as merely one example, to contemplate issues such as the transfer of upper level credit and students from the SUS to state colleges and vice versa.

Acknowledging that the Task Force will be operating at a fairly high level of conceptualization, the following is a list of more detailed questions that, in one form or another will almost certainly come up at some time and which should be considered if not by the Task Force then by another body:

1. Will students be required to have the associate's degree to move into upper division coursework at a state college?
2. Will the 2+2 articulation be expanded so that students with an AA are "guaranteed" admission into not only state universities but also state colleges and cc baccalaureate programs?
3. Who will determine the Classification of Instructional Program code for the degree programs offered by state colleges to ensure state-level comparative data?
4. How will it be ensured that FCS baccalaureate degree programs provide similar data for comparison within the FCS and across sectors?
5. How will it be ensured that FCS baccalaureate degree programs treat "limited access" systemically?
6. How will the Florida College System (FCS) be represented on the Articulation Coordinating Committee and its subcommittees?
7. How will the following students be treated:
 - a. cc AA transfer student to state college
 - b. cc lower division transfer student (without AA) to state college
 - c. cc upper division transfer student (cc baccalaureate-granting institution) to state college
 - d. SUS AA transfer student to state college
 - e. SUS lower division transfer student to state college
 - f. SUS upper division transfer student to state college
 - g. State college transfer student to another state college institution
 - h. State college lower division student to SUS
 - i. State college upper division (past AA) to SUS
 - j. CC upper-division baccalaureate transfer student to SUS
8. What Department of Education and Board of Governors regulations might need to be amended to reflect changes? When should these changes be made?

Recommendation 3: *The Board of Governors supports the arguments for increasing access to the baccalaureate, and for increasing the number and percentage of Floridians with baccalaureate degrees.*

The following excerpts from a recent analysis of baccalaureate needs conducted by the Board of Governors point out the need for more baccalaureate production in Florida. Recent national and international comparisons suggest that, although the United States remains near the top in educational attainment among developed countries, others are catching up. Unlike nations such as Canada, Korea, Ireland, and Spain, those aged 25-34 in the United States are no more likely to have a bachelor or higher degree than their parents' generation.

Within the United States, Florida lags in its population with college degrees. Currently, 27% of Florida's 25-64 year-old population, or 2.5 million people, have a bachelor or higher degree. The national average is 29%, and in the ten most productive states 33% of the core workforce has a college degree.

Education attainment levels and economic productivity are closely correlated, and the difference between a Florida in 2027 with its current economic productivity level and a Florida competitive with the top states is more than \$250 billion in annual GDP. More college graduates and well-trained vocational graduates could improve the productivity of existing industries, start new businesses that grow the economy, and help make Florida an attractive place for companies to expand.

Florida can and must compete nationally and internationally. If Florida were to reach the current national average level of educational attainment within 20 years (by 2028), it would need to have 3.4 million adults with bachelor or higher degrees based on current population estimates. This number is 800,000 more than it has today and about 250,000 more than it will have if our current education attainment rates persist.

If Florida were to reach the education level of the ten most productive states in the nation (GDP per capita), it would have 3.9 million adults with bachelor degrees, or 800,000 more than expected at its current attainment rates. The number of bachelor degrees awarded annually in Florida would have to grow by 3% annually for the next 20 years in order to generate enough college graduates to make its workforce competitive with the top states. At the end of a 20-year period of 3% increases, the State would be awarding more than 130,000 bachelor degrees annually, compared to about 75,000 today.

This goal will require a multifaceted strategy that includes improving the K-12 pipeline, awarding larger percentages of degrees to nontraditional students, expansion of bachelor degrees awarded by the private sector, expansion of the SUS, and creating programs that attract larger numbers of well-qualified out-of-state and foreign students who pay most or all of the cost of their education. In addition, meeting these goals will require a significant expansion of community college baccalaureate activity. Therefore, enrollment planning cannot take place in isolation. All sectors must engage in a coordinated and thoughtful planning process, especially given the short-term scarcity of resources.

MISSION CHARACTERISTICS

***Recommendation 4:** A benefit of creating the Florida College System Task Force will be to clarify the distinctions among state colleges, baccalaureate-granting community colleges, and community colleges. This clarification should take into consideration the mission of the State University System as well as the missions of its individual institutions.*

Institutions of the Florida College System are directed by Senate Bill 1716 to maintain as their primary missions' responsibility for responding to community needs for postsecondary academic education and career degree education. This

charge is to include providing lower-level undergraduate instruction, awarding associate degrees, preparing students directly for careers requiring less than baccalaureate degrees, maintaining an open-door admissions policy for associate-level degree programs and workforce education programs, providing outreach to underserved populations, and providing remedial education. In addition, institutions of the Florida College System are directed to focus on baccalaureate degree programs that are designed to meet the employment needs of Florida.

Given the differences among certain of these mission characteristics, questions begin to surface. What is a state college supposed to look like? Is a state college different from a community college with baccalaureate degree-granting authority limited to the areas of education, allied health, and workforce? If so, how? If the difference between the two types of institutions is that a state college has a much broader array of program types, or spends substantially more time in baccalaureate-producing activities, is it realistic to expect that it can comply with the stipulated focus on a traditional community college mission?

The portfolio of degrees an institution plans to offer in the mid-term will have implications for that institution's mission, its culture, and its resource needs. It could, for example, plan for the emergence of one of these programmatic clusters:

- (a) a limited number of highly-technical degrees to fill specific applied niches.
- (b) specific groupings of traditional bachelors' degrees that would not require substantial investment in expensive labs. The collection of course offerings might be relatively rich in the social sciences, for example, with little else available.
- (c) a broad array of traditional liberal-arts degrees that might be found at a typical college in the U.S.

- (d) degrees designed to address the state's critical need areas in STEM disciplines, including trained STEM practitioners and people qualified to teach STEM in state high schools.

Logic dictates that institutional mission precedes programmatic offerings, but often the dynamics happen in reverse, and institutions become defined by their degree portfolios under pressure of the local population, the faculty, and the students. A front-end dialogue as to the possibilities of mission might assist in considering whether the resources will be available, whether the appropriate pool of students is likely to be available, infrastructure problems, and most importantly, how it will change the institution.

Although by no means entirely analogous, California took great care to articulate clear and easily understood differences among its postsecondary systems. The Task Force has an opportunity to provide clarity with regard to the fundamental and critical assumptions of mission and values held by different institutions.

It would be appropriate to seek the advice and counsel of the Southern Association of Colleges and Schools for these important deliberations. There is a great deal of national interest in Florida's changes in postsecondary education, and Florida stands to benefit if it is willing to listen to expertise from elsewhere.

STATE-LEVEL COORDINATION

***Recommendation 5:** Enrollment planning and adjustment, and state-level monitoring and accountability should incorporate multi-sector input in order to maximize efficiencies and reduce duplication.*

The bill identifies the State Board of Education as the state-level entity for interacting with institutions of the Florida College System. Governance continues to be through an institution's board of trustees. How state-level oversight, monitoring, accountability, and coordination with other delivery systems will occur should be explored and optimized by the State College System Task Force.

APPROVAL PROCESS

Recommendation 6: *The process for designating an institution as a state college should incorporate the input from multiple stakeholders, including the State University System, community colleges, and the Independent Colleges and Universities of Florida.*

Several postsecondary entities will have a stake in how state colleges are developed, including the State University System and the Independent Colleges and Universities of Florida. The question has already been (unofficially) raised as to whether an SUS branch campus could merge with a local community college to become a state college. This is just one example of the variations that are apt to surface. The best decisions will be made with key stakeholders at a table characterized by opportunities for partnerships and collaboration.

Recommendation 7: *Until a Florida State College System sufficiently matures, all baccalaureates should be approved by the State Board of Education through a rigorous proposal process comparable to the one used for baccalaureates in the university system, including in-depth needs analyses, five year cost projections, and projected impact on existing programs in the state.*

The Florida College System Task Force is charged with making recommendations with regard to a process whereby Florida State Colleges might offer degrees without specific approval by the State Board of Education. There may come a point in time when the Florida College System matures sufficiently

to give individual boards of trustees degree-granting authority, but it would be sensible to put all programs before the State Board of Education at the outset of something as important and nascent as the creation of an entire system.

Devolution should take place only after sufficient maturation.

Irrespective of whether all or some program requests go before the State Board of Education, the current process should be reviewed, because its flaws serve as a disincentive for institutions to put forth other solutions, resulting in the proliferation of baccalaureate degree-granting institutions without sufficiently exploring other options. Currently, a community college wishing to offer a baccalaureate makes its request known to the State Board of Education, at which point other sectors are invited to submit counter proposals. The challenge is that, because a formal proposal has not been submitted by the community college, there is nothing definitive against which another institution can react, rendering an intelligent, understandable, and successful counter proposal difficult to achieve.

DEGREE AREA IDENTIFICATION

Recommendation 8: *The Florida College System Task Force should utilize the work that has been done to align programmatic offerings with targeted areas and workforce need. Florida State Colleges should concentrate on offering degrees in critical need and workforce-related areas that do not unnecessarily duplicate offerings at other institutions.* The Board of Governors is in the process of carefully reviewing targeted areas of programmatic emphasis in order to better align them with goals articulated by the State's key councils for economic development and workforce. This work should serve as a valuable guide in exploring offerings within the Florida College System, and it stands to reason that initial efforts to boost baccalaureates

should be in these areas irrespective of sector. In summary, the following areas and associated programs have been identified:

Education

School districts reported that 16,063 teachers left the classroom in 2006-07, and, in the last three years, the number of new fall hires ranged from 20,000 to 22,000 to offset attrition and growth. The following programs have been identified by the State Board of Education as critical teacher shortage areas for 2008-09:

- Middle and high school level mathematics
- Middle and high school level science
- Middle and high school level English / language arts
- Reading
- Exceptional student education
- English for speakers of other languages
- Foreign Languages
- Technology education / industrial arts

Health Professions

This category is based primarily upon workforce projections by the Florida Hospital Association and the Florida Agency for Workforce Innovation. These organizations have identified the healthcare professions that exist as critical shortage areas in Florida. Although all are not appropriate to the baccalaureate, these areas include registered nursing, physician assistant, respiratory therapy, medical technology, radiology technology, orthotics and prosthetics, and athletic training.

Science, Technology, Engineering, and Math (STEM)

The STEM category encompasses at a minimum programs associated with the six subcategories of mechanical science and manufacturing, natural science and

technology, medical science and technology, computer science and technology, design and construction, and electronic media and simulation. Many of these disciplines are expensive and space- or equipment-intensive, and baccalaureates in engineering are obviously not being envisioned for the Florida College System. However, there are a number of technology-related degrees attractive in the workforce that might be explored by the Florida College System that would not duplicate SUS offerings while being cost-efficient.

Economic Development: Regional Workforce Demand

This category would encourage Florida State College institutions to engage with local industries and employers to identify academic programs in high demand based on a variety of criteria, including numbers of projected openings, importance to the local community/economy, difficulty filling vacancies, etc. A paragon of this behavior has been the manner in which St. Petersburg College has sought input from its local constituents to put specific programs in place.

Security and Emergency Services

This category addresses the needs of homeland security and disaster preparedness and includes degree programs associated with law enforcement and criminal justice, along with several related programs in other degree classifications.

DEGREE CHARACTERISTICS

Recommendation 9: *In order to facilitate transfer and articulation for Florida's students, baccalaureates offered by the Florida College System should fall under statewide articulation agreement, participate in the common course prerequisites, and be limited in most cases to 60 hours beyond the associate degree.*

Since 1995, baccalaureates in the State University System have been legislatively mandated to be no more than 120 credit hours in length and to have standardized prerequisites (eg., the pre-major courses required to become a chemistry major are to be the same irrespective of the degree-granting institution). Maintaining appropriate credit hours to degree and, especially, common prerequisites has been a significant challenge. It will be important that baccalaureates offered by the Florida College System are conceived by educators familiar with all of the parameters that have been prescribed at the state-level, typically by the Legislature. Such considerations may not be limited to degree length and standardized prerequisites. Teacher preparation degrees, as an example, have been objects of legislative interest, and completely other academic areas may have other requirements or restrictions placed on them by forces external to the Academy. Another example of an “in the weeds” systemic issue is ensuring that the Classification of Instructional Programs used for program designation are consistent across all sectors and institutions in order to facilitate creating common prerequisites with courses from the State Course Numbering System.

Recommendation 10: *The Florida College System Task Force should consider a system-level position with regard to discipline-specific accreditation.*

Certain degree programs are eligible for (and others are virtually required to have) discipline-specific accreditation. As examples, the State University System has worked to see that its business schools are accredited by the Association to Advance Collegiate Schools of Business, and that all of its colleges of education are accredited by the National Council for Accreditation of Teacher Education programs. With few exceptions the State University System has sought accreditation for all programs for which accreditation was offered. The Florida College System should consider a similar position or, at the least, not default to a position for lack of consideration. There could be substantial repercussions —

from consumer and peer perception issues to credit transfer issues – if some Florida College System programs are accredited while others are not, or if SUS programs are accredited while Florida College System programs are not. These issues bear thoughtful consideration by the Florida College System Task Force.

FUNDING

Recommendation 11: *The Florida College System Task Force should work across educational sectors to develop a methodology for comparing the costs associated with offering baccalaureates at all institutions in Florida.*

The Florida College System is to provide baccalaureate degrees at a “substantial savings to the student and to the State over the cost of providing the degree at a state university.” In past venues (for example, the Higher Education Funding Task Force created by the Commissioner of Education, and the Access Task Force created by Board of Governors and State Board of Education chairs), there has not been a satisfactory methodology for calculating comparative costs for baccalaureates offered by community colleges and those offered by state universities. In order for institutions in the Florida College System to ensure “substantial savings,” it will be necessary to develop a methodology that is sufficiently comprehensive, comparable, and comprehensible. It is no less prejudicial to assert without data that Florida College System baccalaureates will be substantially cheaper than SUS degrees than it is to assert without data that SUS degrees will be substantially higher in quality than Florida College System degrees.

Recommendation 12: *The Florida College System Task Force should work across educational sectors to develop a methodology for comparing instructional and other costs directly or indirectly associated with offering baccalaureates at all institutions in Florida.*

Other cost and funding issues are certain to arise, and it will be wise to acknowledge this at the outset. For example, if Florida College System institutions are expected to pull first-time-in-college students from a statewide pool (and this notion will not be a stretch in the future), will they need to build residence halls? Or, will Florida College System institutions eventually begin to develop research agendas in order to recruit and retain baccalaureate-level faculty? Will there be costs associated with an institution's change in status with the Southern Association of Colleges and Schools? What non-instructional costs associated with baccalaureate education can be captured and quantified? Have costs associated with student support services, library expansion, and other facilities been taken into account? What are the cost assumptions associated with appropriate faculty availability? What other costs will expand in the transition from a baccalaureate-granting community college to a state college? While these and other questions may seem either too picayune or too far in the future, given the opportunities for thoughtful, realistic planning by the Florida College System Task Force, in reality there is only one bad question: "Why didn't we ask ourselves about this when we had the chance?"