



# **EVALUATION OF FLORIDA'S TWO-PLUS-TWO ARTICULATION SYSTEM**

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**Report and Recommendations by the  
Florida Postsecondary Education Planning Commission**

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**February 1999**

**POSTSECONDARY EDUCATION PLANNING COMMISSION**

*Evaluation of Florida's Two-Plus-Two  
Articulation System*

Prepared in Response to Specific Appropriations 172 through 177  
of the 1998 General Appropriations Act  
Chapter 98-422, Laws of Florida

February 1999



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## EXECUTIVE SUMMARY

Proviso language accompanying Specific Appropriations 172 through 177 of the 1998 General Appropriations Act directs the Postsecondary Education Planning Commission to:

*evaluate the effectiveness and efficiency of the “2 + 2” system. This study shall evaluate current local and statewide policies, and identify changes of additional policies necessary to improve and strengthen the 2 + 2 system including, but not limited to, the appropriate number of first-time-in-college students in the State University System; the impact of the provisions of Chapter 95-243, Laws of Florida; current tuition and fee policies in postsecondary education; the open door policy in the community college system; articulation policies; financial aid and waiver policies; and enrollment in the public postsecondary system by nonresidents.*

The Commission identified three broad areas to study the Two-Plus-Two system and articulation: admissions issues, articulation/transfer issues and access issues. Within each of the three areas, specific topics are reviewed and recommendations made to improve the access of Floridians to the state postsecondary delivery system, the movement of students through the system and the attainment of postsecondary degrees for Floridians.

Florida's Two-Plus-Two system of articulation, grounded by the State Articulation Agreement, has enabled thousands of Floridians with a high school diploma to pursue higher education. During the past four decades, the Two-Plus-Two system has been refined and solidified through state law and institution policies and practices. The current structure continues to provide postsecondary access for students with a guaranteed process of articulation through an “open” community college door into a university baccalaureate program. As Florida looks toward the new century, however, the Commission identified the following points of concern regarding the state's postsecondary structure:

- 1. Florida's continued population growth, along with the rising demand for educational programs and services, will place increasing strain on the existing public postsecondary delivery system.***
- 2. Florida remains low in degree productivity (44<sup>th</sup> nationally in the production of baccalaureate degrees), which is primarily due to state policies that influence the movement of students through the postsecondary delivery system, as identified in the NCHEMS report: “A Brief Analysis of Baccalaureate Degree Production in Florida.”***
- 3. In Florida's postsecondary system, large numbers of students must transfer from one institution to another institution in order to complete a baccalaureate degree which, for community college graduates, may create barriers to the completion of the degree.***
- 4. The enrollment, persistence and graduation of community college graduates in baccalaureate programs are affected by the quality of the transfer experience, as exemplified through the academic and student services that are available at individual community colleges and state universities.***

- 5. The pricing of community college and university education by the State and the availability of state financial assistance, particularly for Florida's neediest students, directly influences the postsecondary paths and enrollment patterns of high school graduates.***

These study findings confirm that the state's postsecondary delivery system must be extended to provide broader flexibility to greater numbers of students. Increasing student demand for programs and services, in addition to economic demands for a highly trained workforce, has created an urgent need for the State to increase access for its citizens to ***higher levels*** of educational attainment.

The Commission believes that the Two-Plus-Two system will continue to provide postsecondary access for high school graduates in the State, particularly for students who must deal with issues of cost and geographic proximity. To improve the educational outcomes (student persistence and degree productivity) of the current postsecondary delivery system, however, the patterns of student matriculation in the Two-Plus-Two system will need to become less formally defined. Academically qualified students need the postsecondary options and flexibility to enable them to enroll in institutions of their choice where they have the greatest likelihood of success.

To enhance the movement of students through the postsecondary system, new opportunities are now being designed and supported by the Legislature that utilize joint-use facilities and other structural and/or degree program innovations involving all education sectors. Major structural changes in the system, such as community college baccalaureate programs and/or a state college system, have been reviewed by the Commission in its ***Master Plan Supplement on Access*** and are not now recommended. At this time, the Commission supports the expansion of joint or concurrent programs and facilities involving two and four year public and independent institutions as the priority strategy to address postsecondary access. In the coming years, however, as sector enrollment demand and degree productivity continue to be monitored by the State, community college baccalaureate programs and/or a state college system may become viable options to meet Florida's student access needs.

### ***Recommendations:***

#### **Admissions Issues**

- 1. Florida's postsecondary education sectors, in conjunction with the Postsecondary Education Planning Commission, should develop one, consistent definition of a First-Time-In-College (FTIC) student for use by all Florida postsecondary sectors, as well as legislative and executive offices.***
- 2. The Board of Regents should limit the enrollment of alternative admission applicants at each state university to a specific percentage of the institution's annual FTIC enrollment.***
- 3. The enrollment of first-time-in-college (FTIC) students in the State University System should be based, not on a predetermined percentage of previous year's high school graduates, but on an admissions process whose primary goal is to allow qualified students to enroll in institutions of their choice.***

4. *The Board of Regents should limit the enrollment of qualified, non-Florida resident applicants at each state university to a specific percentage of the institution's annual FTIC enrollment.*
5. *The Board of Regents should annually examine each state university's FTIC admissions data and policies in relation to the ethnicity of its student population. This review will assist each university to determine if it is appropriate for the institution to admit additional non-Florida resident applicants in order to increase the student diversity of its campus.*
6. *As long as qualified Florida residents are being denied admission as FTIC students, state universities should not enroll non-Florida resident, alternative admissions applicants, except under extraordinary circumstances.*

#### Articulation/Transfer Issues

7. *Every community college and university should establish and maintain an Office for Transfer Student Services and employ a full-time staff to exclusively administer academic and student services to transfer students.*
8. *The Florida Academic Counseling and Tracking for Students (FACTS) system should include Florida's independent postsecondary institutions. The Governing Board of the Florida Center for Academic Advising and Support, as well as any advisory bodies to the Board, should include representation by the state's independent institutions.*
9. *The development of academic counseling guides at the state level should be a coordinated effort with involvement by all education levels and sectors.*
10. *The Articulation Coordinating Committee should review its membership, mission and responsibilities in light of its proposed designation as Florida's PreK-Postsecondary Council.*
11. *As competency-based instruction continues to expand in Florida's public schools and postsecondary institutions, the Articulation Coordinating Committee should begin to plan for a competency-based articulation system as a component of the state articulation agreement, whereby students who demonstrate mastery of a subject content area will be able to smoothly advance to the next education level.*
12. *The Board of Regents and State Board of Community Colleges each should assess the impact of their sectors' response to the "time-to-degree" legislation, particularly the reduction of degree credit hour requirements, on their institutions and their students. Factors for review may include: facility and classroom usage, faculty assignment and workload shifts and FTE enrollment patterns and changes.*

13. *The Board of Regents should annually analyze the transfer student admission data at each university and should review each university's policies and procedures for the acceptance and enrollment of transfer students to ensure that transfer students have access to admission to each of the state universities.*
14. *The Board of Regents should establish performance funding measures and other financial incentives that reward universities for both the enrollment and the baccalaureate degree completion of low income, minority, part-time and re-entry AA transfer students.*
15. *The Articulation Coordinating Committee should continue to annually publish the Florida Articulation Summary and should expand its scope to include specific and measurable performance indicators that track the outcomes of the different paths that high school graduates follow in the state's postsecondary system. The report should focus on the student transfer process, including transfer rates by college and by university, and retention and graduation rates of AA graduates in the State University System. Findings from the Commission's longitudinal research on student progression will provide important information on the postsecondary paths of AA graduates.*

#### Access Issues

16. *An evaluation of each proposed state action to meet projected enrollment demand should include as specific criteria an analysis of its impact on baccalaureate degree productivity and the impact of the action on the Statewide Articulation Agreement and Two-Plus-Two System.*
17. *The Legislature should enable the Board of Regents and State Board of Community College to increase state tuition levels to the national average, without a reduction in general revenue appropriations. Student increases in tuition should not exceed 10 percent annually.*
18. *The Legislature should enable the Board of Regents to implement a differential tuition schedule for each university, on the basis of mission classification, that will allow the Board to approve a state university's request to charge up to an additional 10 percent tuition charge. Universities who request tuition differential authority should earmark a portion of the potential fee increase for need-based financial aid based on projections of the impact of the fee increase.*
19. *As the Legislature and the postsecondary sector boards work to increase tuition levels to the national average, they should also increase the differential between the university tuition and the community college tuition. Included in these deliberations should be an analysis of how tuition pricing of the two postsecondary sectors jointly impact the enrollment patterns of students and the state's Two-Plus-Two system of articulation.*

20. *To offset any adverse impact on access that may occur due to tuition increases, the Board of Regents and State Board of Community Colleges should collaborate with individual institutions in identifying the source and amount of additional financial assistance that will be made available for financially needy students.*
21. *The Office of Student Financial Assistance should review the eligibility criteria of all state financial aid programs to ensure that the state's non-traditional, part-time students who demonstrate need are able to participate in the programs. Students who are enrolled in remedial courses must receive equitable treatment in the financial aid process.*
22. *The Office of Student Financial Assistance should annually track the postsecondary enrollment patterns of recipients of the Bright Futures Scholarship. As each cohort of Bright Futures recipients proceeds to the completion of a postsecondary degree, graduation rates should be calculated for recipients in each postsecondary sector.*
23. *In light of the annual appropriation and projected growth in the Bright Futures Scholarship Program, the Office of Student Financial Assistance should conduct an annual review of need-based financial assistance programs to determine if they remain adequate to ensure that Florida's academically qualified, but financially needy students have access to postsecondary education. As part of this study, OSFA should determine the extent to which students with financial need (\$200. or more) qualify for Bright Futures Scholarships.*
24. *The process for students to apply for the Florida Bright Futures Scholarship program should include the submission of a completed Free Application for Federal Student Aid (FAFSA) form.*



## I. INTRODUCTION

### Legislative Charge

Proviso language accompanying Specific Appropriations 172 through 177 of the 1998 General Appropriations Act directs the Postsecondary Education Planning Commission to:

*evaluate the effectiveness and efficiency of the "2 + 2" system. This study shall evaluate current local and statewide policies, and identify changes of additional policies necessary to improve and strengthen the 2 + 2 system including, but not limited to, the appropriate number of first-time-in-college students in the State University System; the impact of the provisions of Chapter 95-243, Laws of Florida; current tuition and fee policies in postsecondary education; the open door policy in the community college system; articulation policies; financial aid and waiver policies; and enrollment in the public postsecondary system by nonresidents.*

### Overview

The State of Florida continues to be a national leader in many areas of higher education, particularly in regard to support for the transfer and articulation of students from one level of education to another, both among and between the state's public community colleges and universities. Florida's Articulation Agreement, first authored in 1957 and enacted in 1971 by the State Board of Education, puts into practice the programs that allow the separate education sectors to function as an interdependent system.

State policies, grounded by the Articulation Agreement, have established articulation as an important component of student access by providing for the smooth movement of students who seek postsecondary education from secondary school through the community college system and into the State University System. The Two-Plus-Two articulation policies promote the recognition and utilization of the public community colleges as the primary point of entry for postsecondary education and the statewide Articulation Agreement guarantees public community college transfers with the associate in arts degree entry to the State University System. As expressed in Section 240.115(1)(a), Florida Statutes, the Articulation Agreement (See Appendix A) states that *"every associate in arts graduate of a Florida community college shall have met all general education requirements and must be granted admission to the upper division of a state university..."* Accordingly, high school graduates continue to have open access to the state's community colleges (the initial two years of postsecondary education), and community college associate in arts graduates have direct access to the State University System (two upper-level years leading to a baccalaureate degree).

Each of the issue areas in the study proviso can be linked to current Florida law, sector administrative rules and/or institutional policies relating to the Two-Plus-Two system that have evolved over the past 30 years. While the Legislature, state boards, universities and colleges continue to support student articulation through the Two-Plus-Two system, policies and procedures may exist within these issue areas that either conflict with or infringe upon the smooth movement of students from high school through the postsecondary sectors.

## Past Commission Findings

The legislative proviso for this study identifies seven broad issue areas that may impact Florida's Two-Plus-Two articulation system.

- the appropriate number of first-time-in-college students in the State University System;
- the impact of the provisions of Chapter 95-243, Laws of Florida;
- current tuition and fee policies in postsecondary education;
- the open door policy in the community college system;
- articulation policies;
- financial aid and waiver policies; and
- enrollment in the public postsecondary system by nonresidents.

During its existence, the Postsecondary Education Planning Commission has studied many of these issues, both in its state master planning work every fifth year and in specific reports requested annually by the Legislature. Below are recent Commission holdings on each of the issues.

### **The appropriate number of first-time-in-college students in the State University System.**

In its 1994 report, *Access to the Baccalaureate Degree in Florida*, the Commission reviewed the Board of Regents' first-time-in-college (FTIC) enrollment policy and studied the appropriate share of the state's FTIC students by postsecondary sector. Although the Board of Regents, through its 1993 master planning process, called for the State University System to "expand to allow 20 percent of Florida high school graduates to enroll as FTIC students at state universities," the Commission determined that the BOR enrollment policy was "not related to SUS admissions standards or institution validation studies, nor is it related to the size and academic preparation of the System's applicant pool." The Commission concluded that an FTIC enrollment policy that is based on the assignment of a specific percentage of high school graduates to each postsecondary sector does not address the access needs of Florida residents to baccalaureate education and recommended that:

*State postsecondary enrollment policies should provide options for academically qualified Florida residents to exercise choice. The enrollment of first-time-in-college students in the State University System should be based on an admissions process whose primary goal is to allow qualified students to enroll in institutions of their choice.*

### **Enrollment in the public postsecondary system by nonresidents.**

Responding to concerns over the extent to which the enrollment of out-of-state students were precluding qualified Florida residents from enrolling as first-time-in-college (FTIC) students in the state's public institutions, the 1995 Legislature directed the Commission to prepare an analysis of non-resident, first-time-in-college students in Florida public postsecondary institutions. In its 1995 report, *An Analysis of Non-Resident First-Time-In-College Students in Florida Public Postsecondary Institutions*, the Commission concluded that "it does not appear that non-resident FTICs are taking State University System admission spaces from qualified Florida residents in any great numbers." The Commission made a series of recommendations to ensure the admission of academically qualified Florida residents into the State University System.

### **Articulation policies.**

In addition to its 1997 report: *Review of Postsecondary Articulation Policy Issues*, the Commission has examined specific issues of student articulation in a number of other legislative studies.

In its 1996 report, *Course Withdrawal and Forgiveness Policies*, the Commission reviewed state board and institution policies on course forgiveness, withdrawals, incompletes and other grading policies which impact articulation, the transfer of credit and credit hours to a degree. Recommendations were made to increase consistency of these policies among the institutions and ensure fundamental fairness to all students as they progress through the system.

In its 1997 report, *A Review of Acceleration Mechanisms*, the Commission examined the effectiveness of advanced placement, dual enrollment and International Baccalaureate instruction in consideration of cost, average number of hours earned and impact on time to degree. In its study, the Commission confirmed that effective acceleration requires a specific, coherent articulation agreement between the participating educational entities, with the student being the focal point of the agreement. Recommendations emphasized the need for local flexibility for school districts and schools in the development of dual enrollment programs. The Commission recommended that students who earn acceleration credit be tracked through the education system, from high school through a postsecondary program, to determine the impact of the acceleration credit on time-to-degree and on degree completion.

In its 1997 report, *Participation in the Statewide Course Numbering System*, the Commission found a successful system that continues to enhance student access by facilitating the smooth transfer of students among the public community colleges and universities. The Commission recommended expansion of the System to include the state's nationally or regionally accredited nonpublic institutions in order to broaden participation and enhance the student transfer process, while maintaining the quality and value of the receiving institution's academic degree.

In *Challenges and Choices: The 1998 Master Plan for Florida Postsecondary Education*, the Commission identified as a key goal:

*Florida will provide a seamless system of quality education for its residents from pre-kindergarten through graduate school and beyond.*

The *Plan* states that "the State Articulation Agreement that provides the framework for inter-institutional agreements must remain strong to promote and to facilitate the smooth transition of students from high schools to community colleges to universities," and recommends that:

*The Board of Regents, the State Board of Community Colleges and the Independent Colleges and Universities of Florida should review the effectiveness of all existing articulation agreements to ensure that barriers do not exist to the smooth transition of students from one educational level to another.*

During the past two years, the Commission has begun a longitudinal cohort study to track high school graduates of similar ability levels as they enroll in, progress through and graduate from the State's postsecondary education delivery system. The initial study will be to analyze three years of

data for 1993-94 public high school graduates to identify factors that either impede or accelerate the progression of students toward the completion of a baccalaureate degree. In its 1998 progress report, *Student Progression Toward the Baccalaureate Degree: Longitudinal Cohort Studies of High School Graduates*, the Commission reported on the analyses of data addressing whether students who met State University System admissions policies and who started in community colleges progress at the same rate as students who started at universities. Initial findings revealed smaller shares of community college entrants both remaining in baccalaureate-bound programs and achieving upper level status. During this year, the Commission will continue its analysis of the progression of the Fall 1994 entrants as well as factors related to student progression and completion.

### **The impact of the provisions of Chapter 95-243, Laws of Florida.**

In Chapter 95-243, the 1995 Legislature authorized comprehensive revisions to Florida postsecondary education to strengthen articulation between the education sectors and to shorten the time required for completion of the baccalaureate degree. The 1996 Legislature directed the Commission to review the implementation status of this law with emphasis on efforts to (1) increase students' ability to transfer among institutions and between community colleges and universities; (2) increase baccalaureate completion rates; and (3) decrease the time required for degree completion. In its 1997 report: *Review of Postsecondary Articulation Policy Issues*, the Commission found that community colleges and universities, through the coordination efforts of the Articulation Coordinating Committee, had made significant progress in revising curriculum requirements to meet the intent of the legislation. Progress was demonstrated by the implementation of program requirements that limited general education coursework to 36 semester hours of credit, designated common prerequisites for all baccalaureate programs, leveled over 1,700 courses to either the upper or lower levels, redesigned baccalaureate programs to ensure at least one-half of all coursework is offered at the lower level of instruction and limited degree requirements to 60 semester hours for the associate in arts degree and 120 hours for the baccalaureate degree. Commission recommendations focused on the implementation of articulation program provisions and state-level policy and administrative support for articulation.

### **The open door policy in the community college system.**

In all of the Commission's past work on state-level coordination, access to postsecondary education for Floridians has been a steadfast priority and a primary point of emphasis in the state *Master Plan for Florida Postsecondary Education*. While the Commission has not directly studied the open door policy of the community college system, the policy of providing access to postsecondary education for Florida high school graduates "through the open door" has been readily supported in numerous Commission reports.

In its 1990 report, *The Structure of Public Postsecondary Education in Florida*, the Commission stated that the state's community colleges should remain the primary point of access for students pursuing a baccalaureate degree and recommended that:

*Florida's two-plus-two system should continue to be recognized and reinforced in all enrollment planning and policy development.*

In its *Access* report, however, the Commission also stated that "the debate over postsecondary access should not exclude an examination of the need for standards for admission to an associate in arts degree program." The Commission recommended that:

*The State Board of Community Colleges should establish standards for community college students pursuing an associate in arts degree program that require all communication (reading and writing) prerequisites to be completed prior to being enrolled in the A.A. program. Students should not be admitted to courses that require computational (mathematics) skills until all prerequisite courses are completed.*

Responding to findings in its 1997 report, *The Development of an Enrollment Projection Model*, that projected a 41 percent increase in postsecondary headcount enrollment by the year 2010, the Commission, in *Challenges and Choices: The 1998 Master Plan for Florida Postsecondary Education*, identified a series of responses that are available to meet the future postsecondary access needs in the State. The responses include:

- Increase enrollment at each existing SUS institution.
- Establish a state college system.
- Authorize community colleges to offer selected baccalaureate degrees.
- Increase the number of joint-use facilities at community colleges.
- Increase the state subsidy to in-state students attending Florida private institutions.
- Increase the use of distance learning and instructional technology.

The implementation of any number of these responses will directly affect the Two-Plus-Two articulation system. Currently, the alternate responses are being evaluated by the Commission and by the sector boards.

#### **Current tuition and fee policies in postsecondary education.**

In its 1996 report, *Student Financial Assistance and Tuition Policy*, the Commission was directed to review Florida's current low tuition/low financial aid policy and carry out further analysis of state financial assistance and tuition policy. The Commission found that Florida continues to rank well below the national average in public resident tuition charges (49th - universities; 36th - community colleges). The Commission recommended that:

*Each sector should continue to provide for reasonable increases in tuition based on an agreed upon target (national average, percentage of cost) that will reflect the value received by the participants.*

*Community colleges should continue to set tuition within a range specified by the Legislature. State universities should be allowed to establish tuition levels in accordance with their individual missions and student populations, subject to approval by the Board of Regents.*

In *Challenges and Choices: The 1998 Master Plan for Florida Postsecondary Education*, the Commission reviewed a variety of funding issues, including tuition policies. It found that Florida ranks last in tuition growth over the past 16 years. The *Plan* re-emphasized that "low tuition is not

efficient form of financial aid because it subsidizes all students regardless of ability to pay." The *Plan* recommends that:

*The Legislature should allow the sector boards to move Florida from a low tuition/low aid state to at least the national averages in these areas. The share of educational costs borne by students should not exceed 40 percent. The percentage of state revenue dedicated to postsecondary education must not be further reduced or replaced by any revenue resulting from increased tuition. An amount equal to at least 25 percent of any tuition increase should be dedicated to need-based financial assistance.*

### **Financial aid and waiver policies.**

Throughout its existence, the Commission has strongly maintained that the provision of adequate and equitable student financial assistance is a critical factor in assuring access to postsecondary education. Both in its master planning work and in specific legislative reports, the Commission has examined various aspects of financial aid, including need-based and merit-based aid, program administration, student indebtedness and tuition policy. In *How Floridians Pay For College* (1994), the Commission examined the family characteristics of undergraduate students, including their education and income levels and the mix of resources used to finance their education. In its 1996 report, *Student Financial Assistance and Tuition Policy*, the Commission reviewed the balance of need-based and merit-based aid and the administration of existing state aid programs and called for adherence to the statutory policy that state financial aid be distributed primarily on the basis of need.

In the 1998 *Master Plan*, the Commission confirmed that "past state appropriations for need-based aid have not kept pace with either the number of eligible applicants nor the extent of their need" and restated its view that "both need and merit should be considered in the distribution of student financial aid." The Commission analyzed student and family income levels and confirmed that the likelihood for baccalaureate degree completion differ dramatically according to family income (over 80 percent for those above \$63,806 and less than 10 percent for those below \$21,258). It recommended that:

*All applicants for any state financial assistance should submit need analysis data. The Department of Education and the sector boards should base future requests for need-based aid on the number of eligible applicants, taking into account tuition increases and other factors affecting the extent of need.*

### **Commission Study Activities**

To direct this study, the Commission chairman appointed a Program Committee under the leadership of Mrs. Inez Bailey that included Commission members Mr. Ivie Burch, Dr. Bob Bryan, Mr. Clyde Hobby and Mr. Edgar Tolle.

During this study, the Commission received input from students and from sector and institution representatives, and gathered data on each issue area that illustrate the key realities of the issue. The Commission recognizes the assistance and cooperation of the Board of Regents staff and the

State Board of Community Colleges staff. Particular appreciation is warranted for the community college administrators who provided technical support with the statewide survey of associate in arts degree graduates.

Recommendations in Chapter III have been formulated to improve the access of Floridians to the state postsecondary delivery system, the movement of students through the system and the attainment of postsecondary degrees for Floridians.



## II. ARTICULATION POLICIES AND PERSPECTIVES

### A. SURVEY OF STATE HIGHER EDUCATION AGENCIES

The Commission conducted a survey of member states of the State Higher Education Executive Officers (SHEEO) regarding articulation policies and procedures. The survey (See Appendix B) was electronically sent to each state's higher education governing/coordinating agency and requested information regarding: (1) the existence of statewide articulation agreements and their authority in state law; (2) the percentage of annual enrollment in the postsecondary education system by qualified high school graduates; (3) university admission policies for AA and AS degree graduates; (4) the existence of state policies that cap FTIC enrollments; (5) the percentage of AA transfer and native students at the upper division level; (6) statelevel data collection of specific articulation issues; and (7) other state-level articulation policies.

Twenty states responded (See Table 1) and the majority of the states reported that they do have articulation agreements in place, some on a statewide basis and many states with local and regional agreements among institutions. With regard to statewide agreements, 15 of the survey respondents indicated that their state functions with a statewide articulation agreement. Although Maine and Iowa do not have a statewide agreement, there are multiple agreements among individual institutions. Similarly, Pennsylvania does not have a statewide agreement among the public, four-year institutions. However, the system has created an "Academic Passport" to facilitate transfer from community colleges to the 14 system universities. The Academic Passport does not extend to Pennsylvania State University or other state related universities.

The Oregon State System of Higher Education has prescribed the required courses for the "Oregon Transfer Degree," which is accepted by all institutions. The Tennessee Higher Education Commission reports that articulation primarily occurs at the institutional level, but the State of Tennessee Articulation Committee has made numerous recommendations to smooth the transition of students through postsecondary institutions. These policies and procedures continue to be implemented throughout the state.

In nine of the 15 states with statewide articulation agreements, the agreement is expressed in state statutes or legislation. The remaining states express their agreements on an institutional level as individual colleges and universities work with community colleges to determine which credits or groups of credits will be acceptable for transfer.

Eighteen states reported the percentage of qualified high school graduates that annually enroll in postsecondary education. The average percentage for the 18 states was 52 percent, with Florida's average enrollment in postsecondary education at 60 percent. Interestingly, Nevada has the second lowest rate of enrollment in postsecondary education at 39 percent, despite the existence of a statewide articulation agreement, which has been written into statute, and tuition and fee rates that are among the lowest in the West. The State of Nevada system includes two universities and four community colleges.

Twelve of the 20 states reported that an AA degree does guarantee admission to a state university. The University of Maine System reports that AA graduates transfer through multiple agreements among individual institutions. Similarly, the Pennsylvania "Passport" guarantees admission for

AA graduates to state universities. Rhode Island reports that it mandates a 2.4 GPA or higher to guarantee articulation. Only eight of the responding states have similar policies in place for AS degree graduates.

Of the 20 states, Florida is the only state postsecondary system that functions with a policy that ties a specific percentage of high school graduates to the enrollment of FTIC students.

TABLE 1

## SHEEO Survey on Articulation/Transfer Policies

State	Statewide Articulation Agreement	Annual Postsecondary If yes, in statute?	Annual Postsecondary H.S. Graduate Enrollment	AA Guarantee	AS Guarantee	FTIC Cap For Public Universities	% in Upper Division		Other State Policies?
							C.C. Transfers	Natives	
Alabama	Yes	Yes		No		No	NA	NA	No
Connecticut	Yes	No	50%	Yes	Yes	No	NA	NA	
Delaware	No		51%	No	No	No	NA	NA	No
<b>FLORIDA</b>	<b>YES</b>	<b>YES</b>	<b>60%</b>	<b>YES</b>	<b>NO</b>	<b>YES</b>	<b>50%</b>	<b>50%</b>	<b>YES</b>
Hawaii	Yes	Yes	56%	Yes	No	No	28%	56%	No
Idaho	Yes	Yes	62%	Yes	Yes	No	NA	NA	Yes
Illinois	Yes	No	64%	No	No	No	NA	NA	
Iowa	No		76%	Yes	Yes	No	NA	NA	
Kentucky	Yes	Yes	49%	No	No	No	15%	85%	Yes
Maine	Yes*	No	63%	Yes**	Yes**	No	NA	NA	Yes
Nevada	Yes	Yes	39%	Yes	Yes	No	NA	NA	
Oklahoma	Yes	Yes	45%	Yes	Yes	No	NA	NA	Yes
Oregon	No		47%	No	No	No	NA	NA	
Pennsylvania	Yes^	No	70%	Yes^^	Yes^^	No	8%	92%	No
Rhode Island	Yes	No	39%	Yes***			NA	NA	No
South Carolina	Yes	No				No	NA	NA	
Tennessee	No		50%	Yes	Yes	No	NA	NA	No
Texas	Yes	Yes	44%	No	No	No	NA	NA	No
Vermont	No		30%	No	No	No	NA	NA	No
Washington	Yes	Yes	48%	Yes	No	No	NA	NA	Yes

\*Maine does not have a statewide articulation agreement; there are multiple agreements between individual institutions.

\*\*When covered by an articulation agreement.

^Not a statewide agreement with all public four-year institutions. System has created an Academic Passport to facilitate transfer from CC to the 14 system universities. The Passport does not extend to Penn State or other related universities.

^^With the Passport.

\*\*\*Must have a 2.4 GPA or higher.

Only three of the states reported data on the percentage of AA transfers and native students at the university upper division. These three states were Hawaii (28% transfer, 56% native), Kentucky

(15% transfer, 85% native), and Pennsylvania (8% transfer, 92% native). Florida's enrollment of transfer and native students in the upper-division is dramatically different to the other states' figures. Approximately 50 percent of students in the upper division of Florida universities are transfer students, while 50 percent are native students (students who began postsecondary education at the university level). These percentages confirm the role of the state "2 + 2" system and the significant presence of the state's community colleges as the entry point for many students to postsecondary education.

### **Summary Points**

1. The majority of the responding states facilitate the movement of students through their postsecondary system, either through a statewide articulation agreement or local or regional agreements among institutions.
2. Florida's percentage of annual postsecondary enrollment by qualified high school graduates, at 60 percent, is higher than the average reported by responding states (52%).
3. Although Nevada has a statewide articulation agreement in state statute, and tuition and fee rates among the lowest in the West, the annual percentage of postsecondary enrollment (39 %) in state universities was the second lowest reported by survey respondents.
4. None of the responding states reported the existence of a state policy (similar to the Florida State University System policy) that caps the number of high school graduates enrolling as FTIC students in the state universities.
5. Of the responding states, Florida has a higher percentage of transfer students (50 %) than native students in the upper-division of state universities.

## **B. STATE SURVEY OF ASSOCIATE IN ARTS GRADUATES**

The Commission conducted a statewide survey of 1996-97 associate in arts community college graduates on articulation/transfer issues. The survey (See Appendix C) was developed with input from postsecondary sector and institution staff. It was mailed to a random sample of 4,000 AA graduates throughout the state from a total population of 1996-97 graduates of over 21,000. The survey was designed to obtain information on the transfer process as an AA graduate from a community college to a state university.

Three hundred four surveys were returned to the Commission. The survey responses were reviewed and, based on the experiences of these respondents, a broad picture of the transfer process at Florida community colleges and universities was developed.

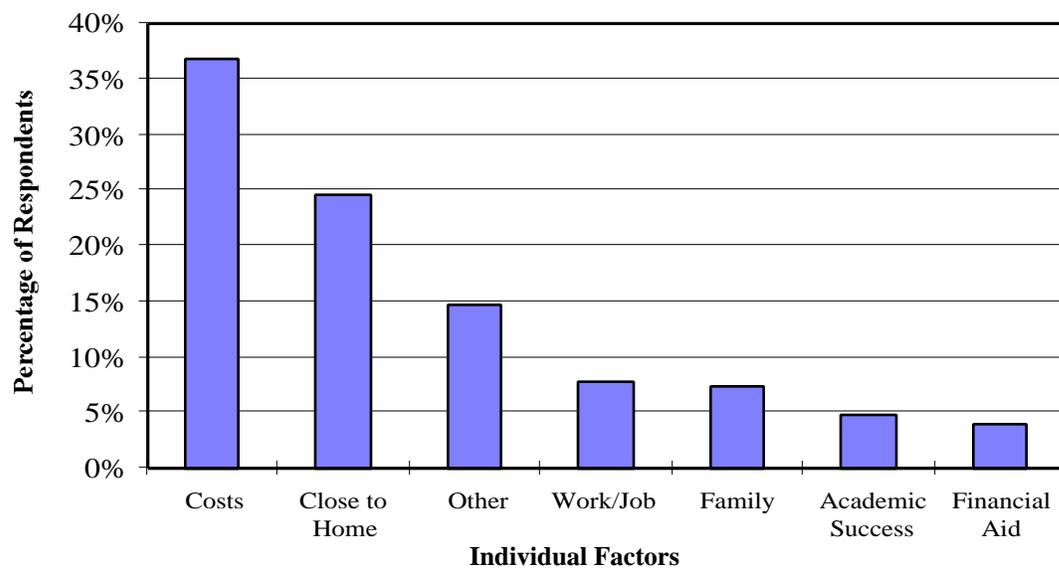
### **General Information**

Nearly three-fourths of the respondents (72%) were white females, 34 percent of which were between the ages of 22 to 25 years and 23 percent of which were between 31 to 40 years. Hispanics were the next most frequent respondent at 13 percent. American Indians, Asians, and Blacks comprised the remaining 12 percent.

"Cost of education" (37 percent) and "close to home" (25 percent) were the two most frequently cited factors as reasons for beginning postsecondary education at a community college. See Figure 1.

**FIGURE 1**

**Factors for Beginning at Community College**



Forty-three percent of the respondents enrolled in community college within four months after high school graduation and 54 percent within one year of high school graduation. Thirty-seven percent waited five years or more following graduation to enroll in community college.

The majority of respondents (55 percent) completed the AA degree with 60-66 credit hours and within four, five, or six semesters. Seventy-five percent of the respondents completed the degree within 74 hours.

Regarding Grade Point Average, over 75 percent of AA recipients attained a GPA of 3.0 or greater. Another 20 percent reported a GPA between 2.50 and 3.0.

Over 50 percent of the respondents never took a remedial course in mathematics, and 27 percent took only one remedial math course. Eighty-five percent of respondents did not take a remedial course in reading or writing.

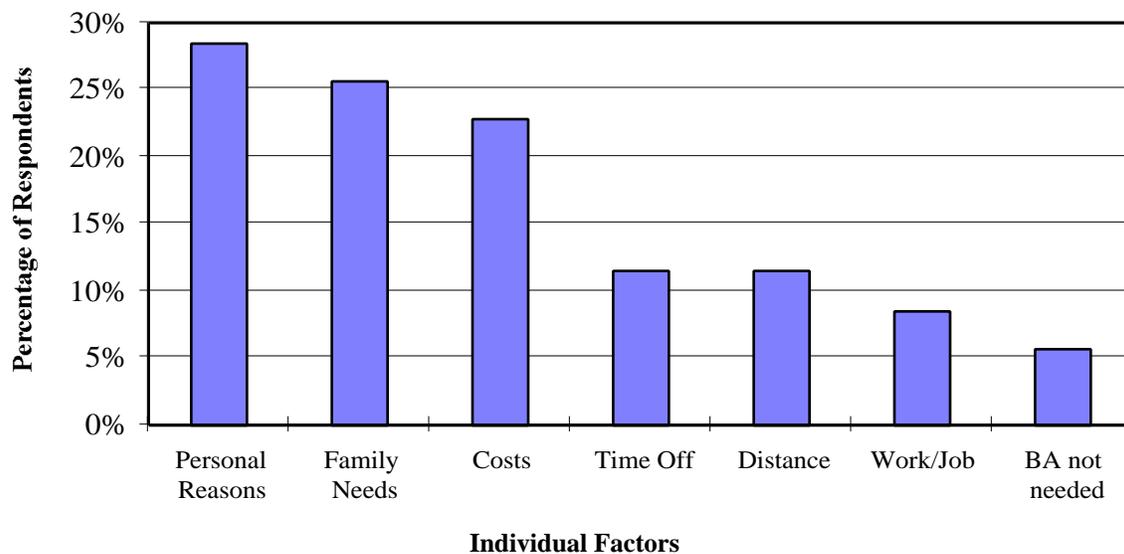
### **AA Graduates not Enrolled in a Bachelor's Degree Program**

Of those respondents who stopped their enrollment after beginning a bachelor's degree program, the most frequently selected reason (24 percent) was "*cost of education.*"

Of those who elected not to pursue a bachelor's degree following the AA program, other than specific personal reasons that were cited, "*family considerations*" (22 percent) and "*educational costs*" (20 percent) were cited most often as factors deterring pursuit of a baccalaureate degree. See Figure 2. Sixty percent of these respondents indicated that they do plan to pursue a bachelor's degree within the next five years.

**FIGURE 2**

#### **Reasons Why BA Not Pursued by A.A. Graduates**

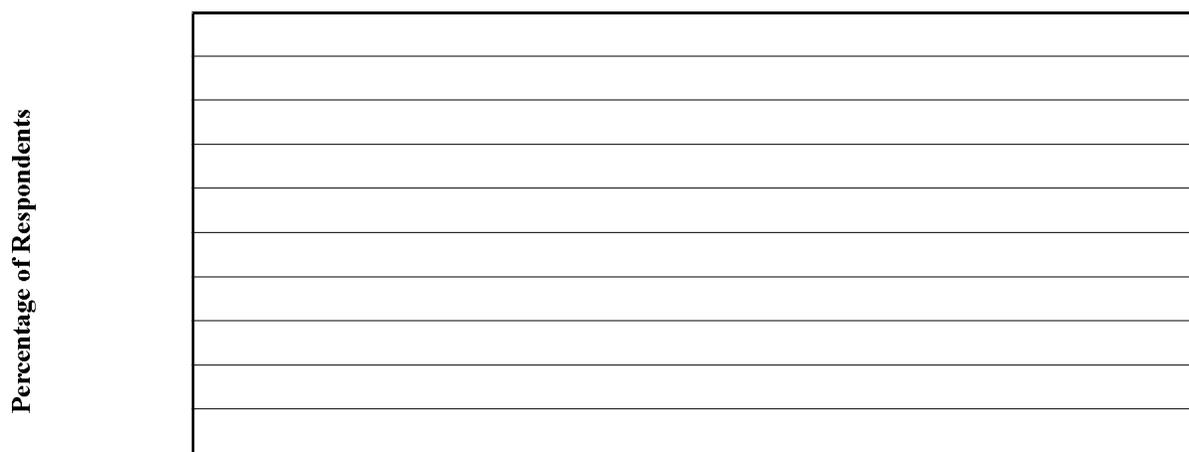
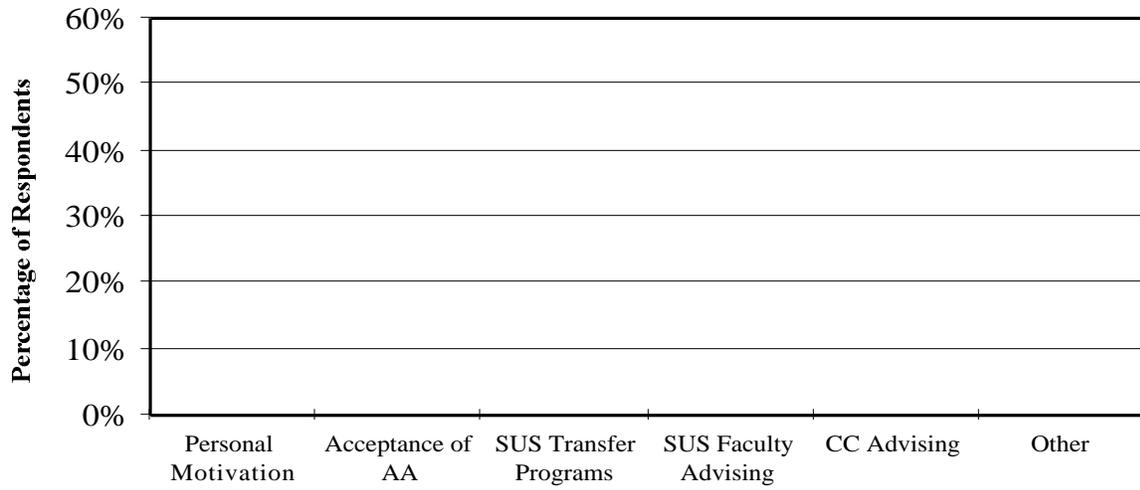


### **AA Graduates Enrolled in a Bachelor's Degree Program**

Of respondents who continued on toward the bachelor's degree, 90 percent completed all AA requirements prior to university enrollment, 82 percent enrolled immediately upon completion of the AA, and 71 percent are currently full-time university students.

Eighty-four percent of respondents are enrolled at their "first-choice" university.

Ninety percent of respondents who transferred from a community college to a university reported that their transfer experience was a smooth one. Forty-eight percent cited "*personal motivation/commitment*" as the primary factor that facilitated a smooth transfer, and 20 percent cited "*acceptance of community college general credits.*" See Figure 3.



## **Transfer Problems/Obstacles**

Through an open-ended survey question, approximately 25 percent of the respondents identified specific problems or obstacles that occurred during their transfer from a community college to a university. The responses, however, were random and identified no recurring issue. Single responses ranged from “*transcript problems*” to “*financial issues*” to “*transportation problems.*” university.

### **Summary Points**

1. The two most frequently cited factors as reasons for beginning postsecondary education at a community college were “*cost of education*” (37 percent) and “*close to home*” (26 percent).
2. Fifty-four percent of the respondents enrolled in a community college within one year of high school graduation. Thirty-seven percent waited five years or more following graduation to enroll in a community college.
3. Over 50 percent of the respondents never took a remedial course in mathematics and 85 percent did not take a remedial course in reading or writing.
4. Of those respondents who stopped their enrollment after beginning a bachelor’s degree program, the most frequently selected reason (24 percent) was “*cost of education.*”
5. Of those who elected not to pursue a bachelor’s degree following the AA program, “*family considerations*” (22 percent) and “*educational costs*” (20 percent) were cited most often as factors deterring pursuit of a baccalaureate degree.
6. Eighty-four percent of the AA graduate respondents are enrolled at their “first-choice” university.
7. Ninety percent of respondents who transferred from a community college to a university reported that their transfer experience was a smooth one. Forty-eight percent cited “*personal motivation/commitment*” as the primary factor that facilitated a smooth transfer, and 20 percent cited “*acceptance of community college general credits.*”
8. Once enrolled in a university, 43 percent cited “*personal motivation/commitment*” as a factor that encouraged continued enrollment, and 42 percent of respondents cited that the “*BA degree was needed for future jobs or goals.*”



### III. ISSUES AND RECOMMENDATIONS

The legislative proviso for this study directs the Commission to "*evaluate the effectiveness and efficiency*" of the Two-Plus-Two system of student transfer and articulation. A number of issue areas are identified in the proviso that may impact, either positively or negatively, the smooth movement of students from one education level to another. For this study, the Commission has identified three broad areas to study the Two-Plus-Two system and articulation: admissions issues, articulation/transfer issues and access issues. Within each of the three areas, specific topics are reviewed and recommendations made to improve the access of Floridians to the state postsecondary delivery system, the movement of students through the system and the attainment of postsecondary degrees for Floridians.

#### A. ADMISSIONS ISSUES

Colleges and universities in the US now operate in a competitive environment that is driven by mounting financial pressures to maintain enrollments. Within this environment, each institution, through its admissions process, must define, design, market and sell its educational offerings. There continues to be a strong need in Florida's public postsecondary system for coherent and distinctive admissions standards that will help to define the education sectors, clarify institutional missions and express the academic requirements that institutions have for their students. Clear and consistent standards help to direct the flow of students to the sectors and, more importantly, to the institutions at which they will have the greatest likelihood of success.

##### 1. ***THE APPROPRIATE NUMBER OF FIRST-TIME-IN-COLLEGE (FTIC) STUDENTS IN THE STATE UNIVERSITY SYSTEM***

###### a. **Review of SUS FTIC Enrollment Policy**

The enrollment planning process for the State University System was developed in the late 1970s as a mechanism to drive the funding formula for the SUS in the legislative appropriations process. The policy of planning for and funding 15 percent of the previous year's high school graduates as FTIC students originated during the 1989 legislative appropriations process, following a number of years with little growth in the SUS Enrollment Plan. For the 1989-90 year, the enrollment plan for the first time stated:

*At the system level, the First-Time-In-College (FTIC) enrollment in a given year shall not exceed 15 percent of the number of the previous year's Florida public high school graduates.*

When initially established, the 15 percent policy was an attempt to provide stability in calculating an assigned enrollment for the SUS. However, it was not tied to SUS admissions criteria or to the size of the System's pool of qualified applicants. The 1994 Legislature appropriated funds to support 16.97 percent of the prior year's high school graduates as FTIC students in the SUS. Since that time, the Board of Regents has recommended enrollment plans designed to allow the System to grow to its stated FTIC goal of 20 percent.

In its 1994 report, *Access to the Baccalaureate Degree in Florida*, the Commission reviewed the Board of Regents' first-time-in-college (FTIC) enrollment policy and studied the appropriate share of the state's FTIC students by postsecondary sector. Although the Board of Regents, through its 1993 master planning process, called for the State University System to "expand to allow 20 percent of Florida high school graduates to enroll as FTIC students at state universities," the Commission determined that the BOR enrollment policy was "not related to SUS admissions standards or institution validation studies, nor is it related to the size and academic preparation of the System's applicant pool." The Commission concluded that an FTIC enrollment policy that is based on the assignment of a specific percentage of high school graduates to each postsecondary sector does not address the access needs of Florida residents to baccalaureate education and recommended that:

*State postsecondary enrollment policies should provide options for academically qualified Florida residents to exercise choice. The enrollment of first-time-in-college students in the State University System should be based on an admissions process whose primary goal is to allow qualified students to enroll in institutions of their choice.*

In its *Strategic Plan 1998-2003*, the Board of Regents identified as one of its key goals for the State University System during the next five years: *To Provide Adequate Access to Undergraduate and Graduate Education*. In a discussion of FTIC enrollments, the *Plan* states:

*The Board of Regents establishes the goal that the State University System will accept as First-Time-In-College students within the system all qualified Florida high school graduates who meet the admissions criteria adopted by the Board of Regents, up to a maximum of 25 percent of the previous year's high school graduating class, with no significant increase in out-of-state or alternative admissions.*

The Regents' overarching goal in this section of the *Plan* is to increase the system's production of baccalaureate degrees, which is based on recent national data that show that Florida's production is at 82 percent of the national average. See Appendix F.

## **b. Definitions**

For purposes of tracking postsecondary students, a full-time equivalent student is defined differently by the Board of Regents staff and by the State Board of Community Colleges staff. For the State University System, a beginning first-time-in-college student is identified as one who has earned less than 12 hours of transfer credit following high school graduation or as an early admit student. For the Community College System, the SBCC staff defines a first-time-in-college student as one attending an institution for the first time with no credit toward a degree or formal award from any other institution. For an accountability measure of retention, the SBCC uses an 18 credit hours minimum for a cohort definition of an FTIC student.

For comparison purposes, the Integrated Postsecondary Education Data System (IPEDS) of the National Center for Education Statistics provides the following broad definitions for its national data surveys:

First-Time Freshman – An entering freshman who has never attended any college (or other postsecondary institution);

First-year Student – A student who has completed less than the equivalent of 1 full year of undergraduate work;

Freshman – A first-year undergraduate student.

**Recommendation 1:**

*Florida's postsecondary education sectors, in conjunction with the Postsecondary Education Planning Commission, should develop one, consistent definition of a First-Time-In-College (FTIC) student for us by all Florida postsecondary sectors, as well as legislative and executive offices.*

**c. Sector Enrollment Trends**

Within the state postsecondary system, the FTIC enrollments in the State University System and the Community College System, as defined by each of the sectors, have increased in parallel since 1994. Table 2 and Figure 5 show that during this period the SUS gained 2,200 FTIC and the CCS gained nearly 5,000 FTIC, but their share of the public total remained at 30 percent and 70 percent respectively.

**TABLE 2**

**FTIC Enrollment in Public Higher Education**

**Fall Semester**

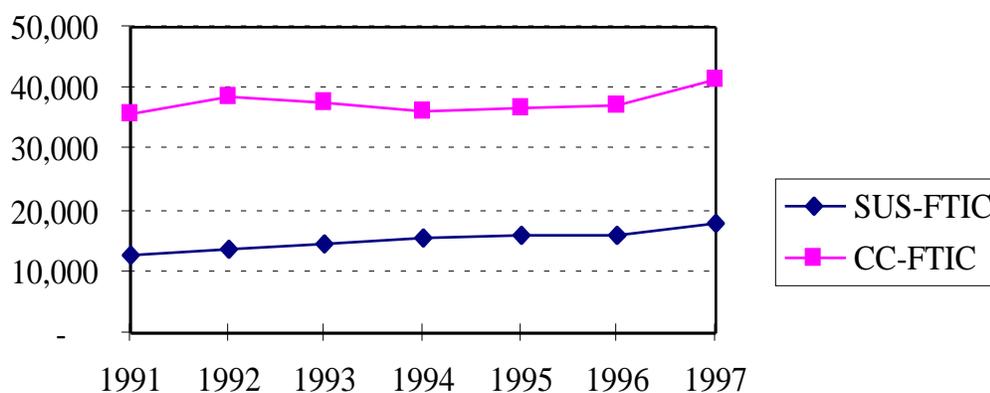
	<u>SUS-FTIC</u>	<u>CC-FTIC</u>	<u>Total (public)</u>
<b>1991</b>	12,937 (27%)	35,729 (73%)	48,666
<b>1992</b>	13,654 (26%)	38,763 (74%)	52,417
<b>1993</b>	14,672 (26%)	38,763 (74%)	52,227
<b>1994</b>	15,617 (30%)	36,513 (70%)	52,130
<b>1995</b>	15,864 (30%)	36,736 (70%)	52,600
<b>1996</b>	16,205 (30%)	37,336 (70%)	53,541
<b>1997</b>	17,816 (30%)	41,476 (70%)	59,292

\*Degree/award-seeking student

Source: SUS and CCS data.

FIGURE 5

## FTIC Enrollment in Public Higher Education



Source: SUS and CCS data.

The number of FTIC students in the State University System has steadily grown during the past decade in a parallel with the state's population and postsecondary enrollment growth. Table 3 shows that during the past five years, SUS FTIC applicants (unduplicated) increased 15 percent, while the number of FTIC students who enrolled in the system increased 22 percent. Interestingly, the percentage of applicants admitted during each of the past five years has remained practically unchanged. A slightly higher percentage of admitted students enrolled in the system during this period.

TABLE 3

## State University System Admission and Registration Headcounts\*

## First-Time-In-College Students

	Fall Semester				
	1998	1997	1996	1995	1994
Number of applicants	46,725	45,086	42,865	41,505	39,584
Number admitted	35,288	33,140	30,985	30,554	29,864
Percentage of applicants admitted	75.5%	73.5%	72.3%	73.6%	75.4%
Number enrolled	20,069	17,887	16,269	15,883	15,688
Percentage of admitted enrolled	56.9%	54.0%	52.5%	52.0%	52.5%

\*These data show an unduplicated count of individuals, regardless of how many applications they may have submitted to SUS institutions. Data include ALL applicants, both qualified and unqualified, based on SUS admissions standards.

Source: SUS Fact Books.

## d. Alternative Admissions

The Board of Regents (BOR) establishes and approves admissions standards for the state universities, including minimum criteria for the admission of freshman students. As outlined in BOR Rule 6C-002(3):

1. A student must have a "B" average (3.0 on a 4.0 scale) in 19 required high school academic units (English-4, Math-3, Natural Science-3, Social Science-3, Foreign Language-2, Academic electives-4).
2. With less than a "B" average in the high school academic units, a student must have a combination of high school GPA and admission test score on a sliding scale (See below).

### State University System Sliding Admissions Scale

If GPA in Academic Core Courses is:      One of the following admissions test scores must equal or exceed:

<u>HS GPA</u>	<u>ACT*</u>	<u>SAT or</u>	<u>Recentered SAT I**</u>
2.0	25	1050	1140
2.1	24	1020	1110
2.2	23	990	1090
2.3	22	960	1060
2.4	22	930	1030
2.5	21	900	1010
2.6	21	890	1000
2.7	21	880	990
2.8	20	870	980
2.9	20	860	970
3.0	***	***	***

\*ACT exam taken during or after October 1989.

\*\*SAT I exam taken after March 1995.

\*\*\* Academic eligibility for admission is determined by a 3.0 or better GPA and submission of admissions test scores.

The Board of Regents has established alternative admissions policies for students who do not meet one of the the above requirements but are deemed to possess "*important attributes or special talents.*" Such students are admitted if "*it is determined from appropriate evidence that the student can be expected to do successful academic work as defined by the institution to which the student applies.*" The alternative admissions policy has also enabled individual universities to increase the enrollment of a diverse student body.

The BOR reports that, since the adoption of the above admissions standards, the percentage of alternative admissions has remained relatively steady between 10 percent and 15 percent of total FTIC admissions, with a recent high of 15.3 percent in 1990-91 and a recent low of 11.9 percent in 1992-93 (See Table 4). Data for 1997-98 show that the percentage of FTIC students who were alternatively admitted to the SUS was 12.7 percent.

TABLE 4

**State University System  
Alternative Admissions  
1989-1998**

	All FTICs	Alternative Admissions	% Alternative Admissions
1989-90	15,383	2,234	14.5%
1990-91	15,637	2,399	15.3%
1991-92	16,374	2,433	14.9%
1992-93	17,096	2,032	11.9%
1993-94	18,722	2,386	12.7%
1994-95	19,997	2,997	15.0%
1995-96	21,256	3,146	14.8%
1996-97	22,163	3,328	15.0%
1997-98	24,701	3,128	12.7%

**Source:** State University System Alternative Admissions Report, November 1998

Prior to 1982, BOR rules limited each university to admit up to ten percent of its freshman class without meeting the established admissions criteria. Other than a policy established in rule that limits the percentage of entering students who do not have the equivalent of two years of foreign language (approximately 5 percent of the total number of freshman), BOR and institution policies do not now express limitations on the number and/or percentage of alternative admissions.

In comparison to other state university systems, the BOR policy on alternative admissions appears to be an uncommon approach to the admission of new university students. The Commission conducted a random telephone survey of admissions offices of eleven state universities in ten states (See Appendix E). Of the eleven institutions surveyed, none had alternative admissions policies similar to those in the Florida State University System. A number of institutions reported that they have provisional programs in place for students below the minimum standards, though they are not labeled as alternative admissions programs. These programs occur often in the summer, with admission of the provisional admittees to fall semester based the successful completion of the program.

Board of Regents data by institution, however, continues to reveal significant variance in alternative admissions among the ten state universities. For the 1997-98 academic year (See Table 5), alternative admissions ranged from 3.0 percent at the University of Florida to 42 percent at Florida A & M University. The BOR reports that approximately two-thirds of alternative admissions did not meet the minimum high school GPA and test score requirement. The Commission recognizes that a significant number of students, particularly minority students, fall below the minimum admission standards due to the fact that they have not completed the required high school courses in preparation for university work. Approximately 21 percent of the 1997-98 total were alternatively admitted because of missing high school units.

TABLE 5

**1997-98 Alternative Admissions  
by State University**

	<u>All FTICs</u>	<u>Alternative Admissions</u>	<u>% Alternative Admissions</u>
UF	6,223	187	3.0%
FSU	4,558	185	4.1%
FAMU	2,075	872	42.0%
USF	2,750	460	16.7%
FAU	1,388	367	26.4%
UWF	689	251	36.4%
UCF	3,099	279	9.0%
FIU	2,530	273	10.8%
UNF	1,218	228	18.7%
FGCU	171	26	15.2%
<b>SUS</b>	<b>24,701</b>	<b>3,128</b>	<b>12.7%</b>

**Source:** State University System Alternative Admissions Report, November 1998.

While the percentage of alternative admissions as a part of the FTIC enrollment remains reasonable for the SUS, particularly in light of gains made in efforts to diversify the System, there are individual universities with significant percentages of their FTIC class that are alternative admissions. Three universities enrolled over 25 percent for the 1997-98 academic year. As there is a percentage of the qualified applicants each year that is denied access to the SUS, a high percentage of alternative admittees in a particular university's FTIC cohort may have a negative impact on qualified students seeking admission to these universities.

Additionally, there are policymakers who believe that, with the high demand for access to the SUS as well as a projected strong demand in the coming decade, high school graduates who have demonstrated that they are not initially prepared for university work should be directed to initially enroll in a community college. Such a policy would support the design and intent of the Two-Plus-Two system.

***Recommendation 2:***

***The Board of Regents should limit the enrollment of alternative admission applicants at each state university to a specific percentage of the institution's annual FTIC enrollment.***

The *SUS Strategic Plan* expresses the desire of the Board of Regents to increase the admission of qualified Florida high school graduates as FTIC students up to a maximum of 25 percent of the previous year's high school graduating class. The *Plan* makes clear, however, that this increase would occur "with no significant increase in out-of-state or alternative admissions." In a discussion on the need to accommodate undergraduate enrollment growth, the Plan states that the BOR will "explore the relationship between admissions standards and academic performance, with par-

ticular emphasis on examining the possibility of developing differing standards of admission for universities and branches on the basis of mission."

### e. Community College Perspective

Numerous statelevel reports have projected significant postsecondary enrollment growth in the next decade. While the State University System has experienced steady enrollment growth during the 1990s, the enrollment of degree-seeking students in the Community College System has been stagnant or declining during much of this period.

In its *Strategic Plan for the Millennium 1998-2003*, the State Board of Community Colleges expressed concern regarding the Board of Regents goal in its strategic plan to increase the percentage of prior year high school graduates admitted to the SUS to 25 percent. The *Plan* cites the following reasons for concern: higher instruction costs and higher facilities costs in the SUS, an increase in under-prepared students in the SUS and subsequent increase in remediation needs and the enrollment of greater numbers of academically strong students in the SUS which may have a deleterious impact on the community college system. In its first Objective, the *Plan* states:

*The number of SUS entering lower level FTE will be regulated in a manner that recognizes the integrity of the 2 + 2 system.*

There are community college representatives and supporters around the state who, more strongly, believe that the cited policy change will, in effect, lower admission standards to the state universities and will "undermine" the Two-Plus-Two system. Their concern is heightened by the unknown impact of a number of alternatives (See Section C - 1) that are being discussed around the state designed to increase the state's production of baccalaureate degreed graduates.

In a January 1999 memo, the acting Chancellor responded to these concerns by unequivocally stating that the BOR has no interest in lowering admissions standards in order to attract larger numbers of students. The memo stated that efforts to increase FTIC enrollment and access to baccalaureate education within the State University System will focus on qualified Florida high school graduates who meet the admissions criteria.

### f. FTIC Enrollment Policy

Today, students who enroll as FTIC students continue to come to the SUS from a variety of sources in addition to the previous year's Florida high school graduating class. While the annual process whereby a specific percentage of FTIC enrollment is assigned to the SUS provides a convenient method to assign, fund and manage enrollment for the SUS, the process is not connected to the System's admissions criteria nor to the size of that year's pool of qualified applicants. There is no objective method to determine the specific percentage of high school graduates that should be distributed to the SUS to meet the access needs of Florida residents to baccalaureate education.

The Commission's national survey of state higher education agencies (See Chapter II) found that none of the responding states have a state policy that limits the number of high school graduates as FTIC students in a postsecondary sector. Florida has a tradition of encouraging its high school graduates to pursue postsecondary education and postsecondary attendance figures have regularly

increased over the years. The diversity of options in the state's public postsecondary education system also encourages students to find the "right fit" and pursue a higher degree. As was emphasized in its 1994 Report: *Access to the Baccalaureate Degree*, the Commission continues to believe that students with the rigorous preparation necessary to succeed in a public university should have the opportunity to attend if they choose to do so.

**Recommendation 3:**

***The enrollment of first-time-in-college (FTIC) students in the State University System should be based, not on a predetermined percentage of previous year's high school graduates, but on an admissions process whose primary goal is to allow qualified students to enroll in institutions of their choice.***

## **2. NON-RESIDENT ENROLLMENTS**

A key component of the State Articulation Agreement, as stated in Section 240.115(1)(a), Florida Statutes, expresses that *"Community college associate in arts graduates shall receive priority for admission to a state university over out-of-state students."*

Responding to concerns over the extent to which the enrollment of out-of-state students were precluding qualified Florida residents from enrolling as first-time-in-college (FTIC) students in the state's public institutions, the 1995 Legislature directed the Commission to prepare an analysis of non-resident first-time-in-college students in Florida public postsecondary institutions. In its 1995 report, *An Analysis of Non-Resident First-Time-In-College Students in Florida Public Postsecondary Institutions*, the Commission concluded that "it does not appear that non-resident FTICs are taking State University System admission spaces from qualified Florida residents in any great numbers." The Commission made a series of recommendations to ensure the admission of academically qualified Florida residents into the State University System.

### **a. Update of National Data**

In its 1995 study, the Commission analyzed 1992 FTIC residency and migration data from the National Center for Education Statistics. The Commission has updated this analysis using the 1996 NCES data and has found Florida's status with regard to residency and migration of FTIC students virtually unchanged from four years earlier. See Appendix D. An exception to this assessment is the change with regard to Florida's status as a net importer of FTIC students in the public four-year sector that is explained below.

The NCES data for Fall 1992 revealed that 92 percent of the 53,278 Florida residents who enrolled in public higher education as first-time freshmen remained in Florida. This ranked Florida 21st and placed the state two percentage points above the national average. These data remained virtually unchanged four years later. The most recent residency and migration data available from the NCES (Fall 1996) show that, of the 53,113 Florida residents enrolled in public higher education as first-time freshmen, 92 percent remained in Florida. This ranked Florida 18th nationally and placed the state, once again, two percentage points above the national average.

The NCES 1992 data showed that Florida was one of 38 states whose public two and four-year institutions were net importers of first-time freshmen. This net gain accounted for 5.4 percent of FTIC enrollment and ranked Florida 24th among the 50 states and the District of Columbia. In Fall 1996, Florida was one of 39 states whose public two postsecondary institutions were net importers of first-time freshmen. This net gain accounted for 7.5 percent of FTIC enrollment, ranking Florida 20th nationally.

In Fall 1992, non-residents made up 13 percent of FTIC enrollment in Florida's public two and four-year institutions combined, ranking Florida 27th among the 50 states and the District of Columbia. In Fall 1996, non-residents made up 14.8 percent of FTIC enrollment in Florida's public postsecondary institutions combined, ranking Florida 21st nationally.

In Fall 1992, Florida was a net importer of first-time freshmen who choose public 2-year postsecondary education. The state was a net exporter of FTIC students in the public 4-year sector. In Fall 1996, however, Florida was a net importer of first-time freshmen who chose both public 2-year AND 4-year post-secondary education.

To summarize, in 1996, the majority of Florida residents enrolling in higher education remained in Florida, a state that remains an overall net importer of first-time freshmen. Florida moved from 27th to 21st in percentage of non-resident FTIC enrollment, and became a net importer of first-time freshmen in public four-year postsecondary education. The state had been a net exporter of first-time freshmen in public 4-year postsecondary education in 1992.

## **b. Survey of Selected State Systems**

The Commission's telephone survey of admissions offices of eleven state universities in ten states (See Appendix E) found only two state systems that employ a percentage cap on non-resident students. In North Carolina, there is a system-wide 18 percent cap for freshmen only at each state university. In addition, the admissions process at the University of Virginia is more competitive for non-resident applicants and there is a cap on the number of out-of-state students at the university. The remaining institutions surveyed review applicants for admission without regard to residency and have no cap on non-resident students.

## **c. State University System Non-Resident Enrollment**

State Board of Education Rule 6C-7.006, Florida Administrative Code, guides the state universities in the admission of non-resident applicants. It states that the SUS:

*will accept non-resident students as defined in Rule 6C-7.005(1) and (3) in numbers not to exceed 10 percent of the total systemwide enrollment. This does not imply that the enrollment of non-resident students at any single university in the System will be limited to 10 percent of that university's total enrollment as long as the total number in the University System does not exceed 10 percent of the total systemwide enrollment.*

Data for fee classification purposes as defined by the Florida Statutes show that SUS enrollment by residency status has remained constant during the past five years at approximately 90 percent Florida resident and 10 percent non-Florida resident.

TABLE 6

**Total Headcount Enrollment by Fee Classification  
1993 and 1997**

	<u>Fall 1993</u>				<u>Fall 1997</u>			
	<u>Florida Residents</u>	<u>% Total</u>	<u>Non-Residents</u>	<u>% Total</u>	<u>Florida Residents</u>	<u>% Total</u>	<u>Non-Residents</u>	<u>% Total</u>
UF	33,431	87.2	4,888	12.7	37,705	89.7	4,348	10.3
FSU	25,557	88.6	3,296	11.4	26,782	87.3	3,888	12.7
FAMU	7,533	76.0	2,382	24.0	8,554	77.1	2,537	22.9
USF	32,858	92.7	2,594	7.3	32,427	93.3	2,337	6.7
FAU	14,614	89.9	1,643	10.1	17,665	89.5	2,063	10.5
UWF	7,273	93.9	473	6.1	7,567	92.7	593	7.3
UCF	22,421	93.5	1,551	6.5	26,868	93.3	1,936	6.7
FIU	22,222	91.0	2,188	9.0	27,291	89.9	3,061	10.1
UNF	9,120	96.2	364	3.8	10,976	96.3	421	3.7
FGCU					2,526	97.8	58	2.2
SUS	175,029	90.0	19,379	10.0	198,361	90.3	21,242	9.7

Source: SUS Fact Books.

Of greater importance to this study, State University System enrollment data show that 13.1 percent (3,227 students) of 1997-98 FTIC students were non-residents, which ranged from 5.7 percent (70 students) at the University of North Florida to 34.1 percent (708 students) at Florida A & M University.

TABLE 7

**1997-98 FTIC Enrollment  
by University and Residency**

	<u>TOTAL</u>	<u>Florida</u>	<u>Non-Florida</u>	<u>% Non-Florida</u>
UF	6,223	5,728	495	8.0%
FSU	4,558	3,839	719	15.8%
FAMU	2,075	1,367	708	34.1%
USF	2,750	2,485	265	9.6%
FAU	1,388	1,125	263	18.9%
UWF	689	574	115	16.7%
UCF	3,099	2,820	279	9.0%
FIU	2,530	2,231	299	11.8%
UNF	1,218	1,148	70	5.7%
FGCU	171	157	14	8.2%
SUS	24,701	21,474	3,227	13.1%

Source: SUS Alternative Admissions Report, November 1998.

**Recommendation 4:**

*The Board of Regents should limit the enrollment of qualified, non-Florida resident applicants at each state university to a specific percentage of the institution's annual FTIC enrollment.*

**Recommendation 5:**

*The Board of Regents should annually examine each state university's FTIC admissions data and policies in relation to the ethnicity of its student population. This review will assist each university to determine if it is appropriate for the institution to admit additional non-Florida resident applicants in order to increase the student diversity of its campus.*

In the 1997-98 FTIC cohort, 16.4 percent (512 students) of the SUS alternative admissions were non-Florida residents, with a range of 5.3 percent (12 students) at the University of North Florida to 23.5 percent (205 students) at Florida A & M University. Additionally, two universities have a significant percentage of their FTIC enrollment as non-resident, alternative admissions students, with FAMU at 9.9 percent and UWF at 7.4 percent. The BOR reports that two-thirds of non-resident alternative admissions are minority students and states that the goal of a "diverse student body" is being served through these admissions. In its 1995 report, *An Analysis of Non-Resident First-Time-In-College Students in Florida Public Postsecondary Institutions*, the Commission recommended:

*As long as any academically qualified Florida resident FTIC students are unable to find a place in the system, state universities should cease the alternative admission of non-resident FTICs, except in a few cases carefully defined and deemed necessary by the Board of Regents, to allow the system to accommodate students with important attributes or special talents.*

**Recommendation 6:**

*As long as qualified Florida residents are being denied admission as FTIC students, state universities should not enroll non-Florida resident, alternative admissions applicants, except under extraordinary circumstances.*

## B. ARTICULATION/TRANSFER ISSUES

Articulation is the means by which schools, colleges and universities coordinate their programs and services to facilitate the movement of students through the educational system. Florida is widely considered a national leader in developing highly effective articulation in the state and local levels between and among public institutions and education sectors. The successes are noteworthy in consideration of a system whereby 28 community colleges throughout the State prepare students for one associate in arts degree in preparation for transfer into one of nearly 600 university baccalaureate degree options.

As a crucial point, the articulation law calls for all public postsecondary institutions to recognize the integrity of one another's general education programs. The basic program for students seeking the baccalaureate degree involves not less than 36 semester hours of credit. Once a student has satisfactorily completed such a program, no other public college or university is to require additional lower-division general education courses of the student. This system continues to work effectively due to the continued assurance to state universities, through common placement testing, the CLAST and the Statewide Course Numbering System, that the transferring community college graduates have achieved an adequate level of academic preparation.

A key component of Florida's articulation system is the Statewide Course Numbering System (SCNS) which is a subject matter classification of academic courses offered at all public institutions. Statewide course descriptions, course equivalencies and classifications now exist that facilitate the transfer of credit for equivalent courses among the state's colleges and universities and reduce the amount of unnecessary repetition of courses by transfer students. In order to broaden participation and enhance the student transfer process, the Commission recommended, in its 1997 report: *Participation in the Florida Statewide Course Numbering System*, expansion of the SCNS to include the state's nationally or regionally accredited nonpublic institutions.

In Florida, the concept of articulation has spread beyond the support for transfer students. In addition to course numbering, the state system promotes common calendars, high school and college transcripts, test dates and data analysis for student grades and state reports, and has led to coordinated computer systems and integrated software, common data banks and the sharing of resources and joint facilities.

In 1992, significant progress was made for students desiring to move through the state's postsecondary system when the State Board of Community Colleges and the Independent Colleges and Universities of Florida (ICUF) signed an articulation agreement to assist students in transferring from a public community college to a member institution of ICUF. Under the agreement, community college students holding an associate in arts degree are guaranteed junior standing, recognition of their completed general education core and the application of a minimum of 60 earned credit hours toward a baccalaureate degree. The agreement also established an articulation committee composed of representatives of ICUF and the community college system to conduct continuing review of the agreement and to review instances of student transfer and admissions difficulties and recommend appropriate solutions.

## 1. STUDENT ADVISEMENT

The Commission received testimony that the transition from a community college to a university can be a complex and challenging process for transfer students. Typically, a community college AA graduate in Florida is older, employed full or part time, married, often with children and is a first generation college student. Transfer students are a heterogeneous group and the academic and support needs of these students continue to exist when they become university students. Some educators view transfer students as "at-risk" students in the university environment but, primarily, it is not the academic work that causes community college graduates to be unsuccessful at the university level. The "life" issues that exist for many transfer students that are external to their academic pursuits heighten the challenges that they face to successfully persist to complete a baccalaureate degree.

A section of the Articulation Agreement states that *"the levels of postsecondary education shall collaborate in further developing and providing articulated programs in which students can proceed toward their educational objectives as rapidly as their circumstances permit"* (Section 240.115(4), Florida Statutes). Below are programs and services that directly influence the success of transfer students both at the community college level and the university level.

### a. Campus Academic and Student Services

The Commission requested information from each state community college and state university that described the academic and student services, programs and resources that are currently in place to meet the articulation needs of transfer students. Twenty-four community colleges and seven universities responded to the request.

#### State Community Colleges

A review of the information submitted by the community colleges identified a number of programs, services and activities that exist at virtually all colleges:

- Formal articulation agreements;
- An administrator (articulation officer, advisor, counselor and/or ombudsman) to develop and manage articulation agreements;
- Orientation sessions and workshops for associate in arts degree candidates;
- Counseling and advising services and staff;
- Availability and accessibility of university catalogs, manuals and other academic information;
- Publication of a transfer handbook, student newsletters and other academic procedural guidelines;
- Provide regular "College Nights" or College Fairs" with university representation; and
- A comprehensive College & Career Center with materials on in-state and out-of-state postsecondary institutions and career choices.

While space limitations prohibit a review of each college's programs and services, the Commission has identified key activities that highlight the **"BEST PRACTICES"** in the state community college system.

***BEST PRACTICES: State Community College System***

1. The employment of a full-time staff person(s) to work directly with students intending to transfer to a university.
2. An academic, for-credit course (for example: "SUCCESS SKILLS") dealing with preparation for baccalaureate education.
3. The publication of a "bill of rights" for transfer students that details both academic prerequisites and academic transfer guarantees upon completion of the associate in arts degree.
4. An automated, user-friendly Student Advising System with full accessibility for all students.
5. A formal and ongoing tracking system by the college of each student's progress toward completion of the AA degree. This activity has been implemented by various colleges and described in a number of ways:
  - a student advisory form,
  - an advisement and graduation information system,
  - a standard of academic progress,
  - a program sheet,
  - a graduation audit,
  - a graduation status sheet,
  - a student progress report,
  - an AA degree audit,
  - an individual degree planning worksheet,
  - a check-off sheet.
6. A district Enrollment Management Center and Student Telecounseling Program with a full-time coordinator and four student enrollment specialists that manage a student data base of all prospective and enrolled students.
7. The availability of computers for students to access college academic advising information and access the INTERNET to link to in-state and out-of-state university websites.
8. The full sharing of college resources and facilities in a partnership with universities in their region.
9. The establishment of a transfer office on the college campus by a partner university.
10. The establishment of cooperative enrollment opportunities (both academic and extracurricular) for students among partner colleges and universities.
11. The use of a case management approach by college administrators to monitor the academic progress of individual students who are identified as "at-risk" students.

## State Universities

Section 240.2097(2), Florida Statutes, states:

*Each university shall provide registration opportunities for transfer students that allow such students access to high demand courses comparable to that provided native students. Further, each university that provides an orientation program for freshman enrollees shall also provide orientation programs for transfer students....*

All of the responding universities report that they offer scholarships, orientation programs and informational workshops for transfer students. Additionally, each university utilizes an articulation officer to coordinate services and programs with the community colleges and the associate in arts graduates in their service area. The following activities highlight the involvement of the universities in the student transfer process:

University of South Florida – In addition to an Office of Undergraduate Studies and Community College Relations, USF provides an Office of Adult and Transfer Student Services to serve the needs of its transfer students. This Office includes full-time advisors that provide ongoing workshops on retention issues and other support needs. An academic course entitled: *University Experience* is designed to orient new students to the campus's academic and student services.

University of Florida – A "Passport to Transfer" manual and a brochure entitled: "Choosing A Major" that links all UF academic majors to career possibilities are distributed to all community colleges. An Integrated Student Information System (ISIS) advising system enables students to track academic degree programs and admission requirements. Through an Electronic Transfer Manual, students can access any UF academic major to view all lower division requirements, including common course numbers fulfilling each lower division required course. The University has combined tracking requirements, transfer requirements and the common course manual into a single document made available to students via the Internet.

University of Central Florida – The Office of Articulation and Community College Relations has established an extensive communications network that includes a Transfer Student Counseling Manual, regular newsletters to a distribution list of area community college and university advisors and an Advising Hotline for transfer students.

Florida Gulf Coast University – The University has an articulation office and staff that works on course equivalency transfer articulation. Local articulation agreements continue to be developed.

Florida State University – The University's Community College Counseling Manual is distributed to all community colleges. The Office of Community College Relations offers a FSU Day at numerous community colleges and provides a comprehensive, user-friendly Transfer Student Handbook. "Academic Roundtables", sponsored by the University, involve university and community college faculty from specific disciplines in discussions on curriculum content and other transfer credit issues.

Florida A & M University – A Community College Counseling Manual details university policies and procedures. During each Spring, a "New Student Preview" weekend provides academic and student services information for prospective students.

Florida Atlantic University – The University focuses on pre-admissions services for transfer students, including orientation sessions, open house programs and written informational manuals. A Transfer Student Resource Guide to Academic Advising provides information on academic degree programs and prerequisites.

In its *1998 Strategic Plan 1998-2003*, the Board of Regents states:

*As the transition from high school or community college is critically important, programs such as early advisement, early registration, the provision of transfer summary reports and degree audit evaluations, along with early identification of students enrolling at community colleges who intend to transfer, are essential to facilitate smooth transitions.*

A review of the information that was submitted has identified four key ingredients to a successful campus articulation program for transfer students:

An accessible campus office for transfer student services with a full-time staff and campus-wide support.

An open and ongoing communication flow of accurate information – from high schools to community colleges to universities.

Regular faculty meetings among community college and university members from all disciplines that call on faculty to take primary responsibility for curriculum development and coordination.

A direct, easily accessible student advisement program, fully integrated among faculty and counseling staff and with a computerized component.

**Recommendation 7:**

*Every community college and university should establish and maintain an Office for Transfer Student Services and employ a full-time staff to exclusively administer academic and student services to transfer students.*

**b. Academic Advising Assistance for Students**

**Statewide Student Advising System**

Significant progress continues on the development of a statewide student advising system. This work has responded to a legislative mandate in Section 240.2099, Florida Statutes, that states:

*The Board of Regents and the State Board of Community Colleges shall develop plans for implementing a single statewide computer-assisted student advising system, which must be an integral part of the process of advising, registering, and certifying students for graduation..... It is intended that an advising system be the primary advising and tracking tool for students enrolled in community colleges and*

*universities and be accessible to students enrolled in each of the state universities, community colleges and public secondary schools.*

The Board of Regents and the State Board of Community Colleges have been working to develop the statewide system and has created the Florida Center for Advising and Academic Support to implement the system. The Center is being designed to facilitate electronic advising and academic support for state university and community college students, and will provide current and prospective students with academic planning information, including degree program availability, degree tracking, degree shopping, transcript display and access to local institutional graduation audits. Eventually, the system, now known as the Florida Academic Counseling and Tracking for Students (FACTS), will interface with other campus systems, including admissions, registration, financial aid, fee payment and career advisement. The Center has been administratively assigned to and will receive logistical support from the University of South Florida. It will support the data formats, provide overall project management, serve as the fiscal agent for the project and administer the budget. The Center will be governed by a Governing Board, which will be comprised of administrators from the community college system and state university system and a student representative from each sector.

The advising system user interface will contain common elements, be consistent across institutions, be web-browser based, and reflect the institution's audit format. A common data exchange will be utilized in the system for passing data between institutions. One central web server, plus a maximum of 38 common data exchange servers (one for each institution), will be installed and funding provided for support. Community college and university representatives will share the programming responsibilities.

When fully operational (no later than September 1999), the FACTS system will be used by public school, community college and university students, students at private institutions, non-residents, distance learning students, counselors and advisors, policy makers, faculty and parents.

***Recommendation 8:***

***The Florida Academic Counseling and Tracking for Students (FACTS) system should include Florida's independent postsecondary institutions. The Governing Board of the Florida Center for Academic Advising and Support, as well as any advisory bodies to the Board, should include representation by the state's independent institutions.***

**Academic Counseling Guides**

Since the early 1980s, the Department of Education has been publishing a handbook designed for use by high school counselors, students and parents as a comprehensive guide to making decisions about attending college in Florida. Originally, the handbook was called ***Counseling for College*** and was developed by an inter-sector steering committee to provide information on career planning, student financial aid and admissions requirements and available degree programs for the state's public and private colleges and universities.

In the early 1990s, the handbook was expanded to include additional information on institution and state support services for students. The state's area vocational-technical education centers were included, along with staff contacts and phone numbers for educational programs and services at each institution. The State University System provided its specific minimum admissions requirements and course distribution requirements recommended in preparation for successful university level work.

The 1998 *Counseling for Future Education Handbook* contains comprehensive information designed to help students make a smooth transition from high school to postsecondary education. In addition to information on admissions policies and procedures, financial aid, housing, special services and vocational and academic programs, the handbook identifies nonpublic postsecondary career schools in the State.

The Department of Education and the Board of Regents are working on documents that are designed to provide accurate information to prospective students on postsecondary education opportunities. The BOR has developed *Preparing for State University Success: A Guide for Students and Their Families*. The audience for the guide will be middle and high school students and it will focus on preparation for success after high school. It will include information on university admission requirements and expectations and will recommend high school courses as entrance prerequisites. The guide will be widely distributed throughout the state through the schools, newspapers and other media outlets. Concurrently, the Department of Education's Articulation Coordinating Committee is developing a *Transfer Guide* for high school and college students. This guide will serve as a map, both literally and figuratively, of the state's public and private education delivery system and will provide information on how students can successfully move through the education system to complete a postsecondary degree.

### **Recommendation 9:**

*The development of academic counseling guides at the state level should be a coordinated effort with involvement by all education levels and sectors.*

In its 1998 report: *Review of Accelerated Baccalaureate Degree Options*, the Commission made the following recommendation which will facilitate a statelevel review of academic and counseling services and materials that are available to Florida students.

*The Postsecondary Education Planning Commission in cooperation with the State University System and the State Board of Community Colleges should convene an Advising Conference. The meeting will be designed to provide advising personnel with an opportunity to discuss the impact of state policies and technology initiatives on student advising. The conference sponsors should produce a report summarizing the proceedings and discussing current issues and recommendations for improving current practices in student advising.*

## **C. State-level Coordination**

The 1998 *Master Plan* states that "the State Articulation Agreement that provides the framework for inter-institutional agreements must remain strong to promote and to facilitate the smooth transition of students from high schools to community colleges to universities," and recommends that:

*The Board of Regents, the State Board of Community Colleges and the Independent Colleges and Universities of Florida should review the effectiveness of all existing articulation agreements to ensure that barriers do not exist to the smooth transition of students from one educational level to another.*

### **Articulation Coordinating Committee**

The Articulation Coordinating Committee (ACC) was established to support the transition of students through the education system. The ACC was established to adjudicate institutional or student conflicts regarding student transfer and admissions, to interpret and recommend amendments to the Articulation Agreement and to develop procedures to facilitate articulation. Specific responsibilities of the ACC include:

Accept continuous responsibility for public school district-community college-university relationships;

Review instances of student transfer and admissions difficulties among state universities, community colleges and public schools (decisions are advisory to the institutions concerned);

Establish groups of university-community college-public school representatives to facilitate articulation in academic subject areas;

Conduct a continuing review of the provisions of Rule 6A-10.024, Florida Administrative Code, known as the Articulation Agreement;

Recommend resolutions of issues and recommend policies and procedures to improve articulation systemwide.

Until recently, the Committee membership has included three state university system representatives, three community college system representatives, three public school representatives, one vocational education representative, one student representative and one member at-large. The ACC is staffed by the Office of Postsecondary Coordination and is chaired by the Deputy Commissioner for Educational Programs.

In its 1997 report, *Participation in the Florida Statewide Course Numbering System*, the Commission found that the ACC does not include representation of the state's independent sector. The Commission recommended that:

*The Articulation Coordinating Committee should expand its membership to include two representatives of the state's independent postsecondary sector.*

The ACC has had a direct role in the implementation of the "Time to Degree Bill" (Chapter 95-243, Laws of Florida). The legislative directive was carried out through an ACC Oversight Committee which coordinated the identification of the general education core, course leveling efforts and the development of common program prerequisites for each baccalaureate program across all institutions.

The ACC is considering amendments to Rule 6A-10.024, Florida Administrative Code, which address Articulation Between Universities, Community Colleges, and School Districts. In a key issue, the ACC is recommending that it function as a statewide K-16 Council to assure that the various education sectors are well coordinated to provide smooth progression for all students through all education levels. Several states have established official K-16 Councils for this purpose and provisions have been made at the national level for dialog between and among these councils for the improvement of educational achievement and equity of educational opportunity. In Committee, postsecondary representatives have requested further expansion of the designation to "PreK-Postsecondary" Council in order to emphasize the need for a seamless educational delivery system, from pre-K schooling through the completion of a terminal degree.

**Recommendation 10:**

***The Articulation Coordinating Committee should review its membership, mission and responsibilities in light of its proposed designation as Florida's PreK-Postsecondary Council.***

**Recommendation 11:**

***As competency-based instruction continues to expand in Florida's public schools and postsecondary institutions, the Articulation Coordinating Committee should begin to plan for a competency-based articulation system as a component of the state articulation agreement, whereby students who demonstrate mastery of a subject content area will be able to smoothly advance to the next education level.***

## **2. THE IMPACT OF THE PROVISIONS OF CHAPTER 95-243, LAWS OF FLORIDA**

In Chapter 95-243, the 1995 Legislature authorized comprehensive revisions to Florida postsecondary education to strengthen articulation between the education sectors and to shorten the time required for completion of the baccalaureate degree. In its 1997 report: ***Review of Postsecondary Articulation Policy Issues***, the Commission found that community colleges and universities, through the coordination efforts of the Articulation Coordinating Committee, had made significant progress in revising curriculum requirements to meet the intent of the legislation. Progress was demonstrated by the implementation of program requirements that limited general education coursework to 36 semester hours of credit, designated common prerequisites for all baccalaureate programs, leveled over 1,700 courses to either the upper or lower levels, redesigned baccalaureate programs to ensure at least one-half of all coursework is offered at the lower level of instruction and limited degree requirements to 60 semester hours for the associate in arts degree and 120 hours for the baccalaureate degree. Commission recommendations focused on the implementation of articulation program provisions and state-level policy and administrative support for articulation.

During 1995 and 1996, through the work of the Articulation Coordinating Committee's Oversight Committee, general education requirements were established at 36 credit hours, common prerequisites were developed for each baccalaureate program and course leveling problems were resolved.

Responding to the 1995 legislation, as stated in Section 240.239(3), Florida Statutes, that reduced the general education requirements to 36 semester hours *"in the subject areas of communication, mathematics, social sciences, humanities, and natural sciences,"* the Board of Regents analyzed the general education requirements at each state university. Prior to the legislation, the requirements ranged from 36 hours at Florida Atlantic University to 58 - 68 hours at Florida A & M University.

Additionally, the BOR compared baccalaureate degree program length at each university before and after Senate Bill 2330.

**TABLE 8**

**Changes in State University System Program Length  
Number of Credit Hours Required to Complete Bachelor Degree Programs  
Pre and Post Senate Bill 2330**

	UF	FSU	FAMU	USF	FAU	UWF	UCF	FIU	UNF	SUS	
<b>1994 (PRE 2330)</b>											
# of programs	93	90	56	75	51	54	75	77	41	612	
# of programs at 120	0	57	6	58	33	32	57	33	18	294	
% of programs at 120	0%	63%	11%	77%	65%	59%	76%	43%	44%	48%	
<b>1997 (POST 2330)</b>											
										<b>FGCU</b>	
# of programs	93	92	57	73	54	54	72	77	44	16	632
# of programs at 120	69	78	41	60	46	48	55	62	39	13	511
% of programs at 120	74%	85%	72%	82%	85%	89%	76%	81%	89%	81%	81%
1994 programs not at 120	93	33	50	17	18	22	18	44	23		318
1997 programs not at 120	22	14	16	12	8	6	16	14	6	3	116

**Source:** Board of Regents.

The Board of Regents has also analyzed the portion of baccalaureate degrees granted according to the number of credit hours in the degree program. A number of degree programs have been granted an exemption from the 120 credit hour requirement, including programs in fields such as architecture, engineering, mass communication, education, visual arts and health professions. The data in Table 9 show that in 1992 nearly 50 percent of the baccalaureate degrees granted in the SUS were for degrees with credit hour requirements in excess of 120 hours. By 1997, approximately 17 percent of degrees granted in the SUS were for degrees in excess of 120 hours.

**TABLE 9**

**Portion of All Baccalaureate Degrees Granted  
by Number of Credit Hours Required for Degree  
State University System Summary**

<u>1991-92</u>			<u>1996-97</u>		
<u>Program Length*</u>	<u>#Degrees Granted</u>	<u>Portion of all Degrees</u>	<u>Program Length*</u>	<u>#Degrees Granted</u>	<u>Portion of all Degrees</u>
120	14,210	50.8%	120	27,526	82.9%
120-128	8,915	31.9%	121-128	4,438	13.4%
129-136	3,511	12.6%	129-136	919	2.8%
137-167	1,341	4.8%	137-163	102	0.3%
<b>ALL</b>	<b>27,977</b>		<b>ALL</b>	<b>33,188</b>	

\*Credit hours  
**Source:** Board of Regents

The Board of Regents now maintains a *Baccalaureate Degree Program Inventory* for the SUS by credit hours to the degree. The program length of every degree program in every discipline is identified and reviewed. The Board staff reports that the 1998 degree program inventory for the SUS shows 645 baccalaureate programs, 520 of which are at 120 credit hours, 4 programs have ranges starting at 120 hours and 120 programs are approved for higher than 120 hours.

The State Board of Community Colleges, through the work of systemwide, academic discipline committees, has diligently reviewed the program length of its associate in science degree programs. The degree program credit hour requirements at each college were identified and action was taken to standardize the program length and requirements throughout the system. Table 10 summarizes the work and action of discipline committees for selected degree programs.

**TABLE 10**

**Selected Community College A.S. Degree Programs\*  
Recommended Program Length**

<u>Program Name</u>	<u>Number of Colleges</u>	<u>Range of Credits</u>	<u>Required Standard</u>				<u>Credit Hour Change</u>
				<u>I</u>	<u>NC</u>	<u>D</u>	
Accounting Technology	16	61-67	64	7	3	6	+1
Hospitality Management	15	62-72	64	5	1	9	-20
Building Construction Technology	16	61-74	64	2	3	11	-47
Fire Science Technology	23	60-70	60	0	3	20	-98
Office Systems Technology	26	60-70	63	6	4	16	-19
Dental Hygiene	14	70-98	88	7	0	7	+8
Emergency Medical Service	21	62-85	73	13	2	6	+51
Nursing	25	64-97	72	5	1	19	-114
Respiratory Care	16	67-98	76	6	1	0	-116
Legal Assisting	21	60-74	64	0	3	18	-108

\*10 of 114 A.S. programs in 28 discipline clusters  
**Source:** State Board of Community Colleges

I=college programs increased  
 NC=no change  
 D=college programs decreased

The Board of Regents and State Board of Community Colleges and their staffs should be commended for their diligence and successful efforts in reducing undergraduate degree program length.

**Recommendation 12:**

*The Board of Regents and State Board of Community Colleges each should assess the impact of their sectors' response to the "time-to-degree" legislation, particularly the reduction of degree credit hour requirements, on their institutions and their students. Factors for review may include: facility and classroom usage, faculty assignment and workload shifts and FTE enrollment patterns and changes.*

### 3. TRACKING A.A. TRANSFER STUDENTS

#### a. Transfer Student Data

Board of Regents data for Fall 1997 for State University System Upper Division enrollment reinforces the enrollment trends in recent years and highlights the viability of the state's Two-Plus-Two system of articulation. Of the 97,169 upper division students, nearly 50 percent were Florida community college transfers into the SUS. See Table 11.

**TABLE 11**

**State University System Upper Division Enrollment  
by Student Type at Time of Admission**

**Fall 1997**

<u>Student Type</u>	<u>Number</u>	<u>Percentage</u>
FTIC	29,234	30.09%
FL CC Transfers	47,886	49.28%
With AA degree	34,868	35.88%
With AS degree	772	0.79%
With no degree	10,829	11.14%
Other degree	1,417	1.46%
Other Transfers	20,049	20.63%
SUS	4,113	4.23%
Non-SUS	1,290	1.33%
Non-Florida	14,646	15.07%
<b>TOTAL</b>	<b>97,169</b>	<b>100.0%</b>

**Source:** Board of Regents

Table 12 shows the gradual increase in the number of AA transfer students during the period from 1993 through 1997.

**TABLE 12**

**Community College AA and AS Transfer Students  
to the State University System**

**1993-1997**

<b>Year</b>	<b>AA Degree Transfers</b>	<b>AS Degree Transfers</b>
<b>Fall 1997</b>	9,026	278
<b>Fall 1996</b>	8,501	258
<b>Fall 1995</b>	7,831	394
<b>Fall 1994</b>	8,074	197
<b>Fall 1993</b>	8,270	195

**Source:** SUS Fact Books.

In 1997, 40 percent of all transfer students were enrolled by the University of Central Florida and by the University of South Florida (See Table 13). Conversely, four universities each enrolled six percent or less of the system total of transfer students. Florida A & M University accepted 96 transfer students during 1997. Table 13 also shows that the order of the individual university's transfer percentages has not changed significantly from 1992 to 1997.

**TABLE 13**

**Community College Transfers  
by State University**

**Fall 1997**

	<b>SUS</b>	<b>UF</b>	<b>FSU</b>	<b>FAMU</b>	<b>USF</b>	<b>FAU</b>	<b>UWF</b>	<b>UCF</b>	<b>FIU</b>	<b>UNF</b>
<b>AA Transfers</b>	9,558	939	2,003	102	1,603	532	410	2,272	1,110	587
<b>AS Transfers</b>	234	18	4	2	39	29	22	39	56	25
<b>Transfers with No Postsecondary Degree</b>	4,791	398	303	134	1,177	655	361	719	635	409
<b>Total Transfers</b>	14,583	1,355	2,310	238	2,819	1,216	793	3,030	1,801	1,021
<b>Percent of Total Transfers</b>		<b>9%</b>	<b>16%</b>	<b>2%</b>	<b>19%</b>	<b>9%</b>	<b>5%</b>	<b>21%</b>	<b>12%</b>	<b>7%</b>

## Fall 1992

	SUS	UF	FSU	FAMU	USF	FAU	UWF	UCF	FIU	UNF	FGCU
AA Transfers	9,026	1,360	1,291	96	1,253	853	391	2,161	785	556	280
AS Transfers	278	11	6	0	42	44	17	52	62	16	28
Transfers with No Florida CC Degree	4,555	304	464	103	860	543	215	1,069	585	316	96
Total Transfers	13,859	1,675	1,761	199	2,155	1,440	623	3,282	1,432	888	404
Percent of SUS Transfers		12%	13%	1%	16%	10%	4%	24%	10%	6%	3%

Source: SUS Fact Books

These data, along with the materials submitted by each university (see pages 31-32), seem to indicate that the state universities may operationalize different levels of commitment to the enrollment of transfer students. This information indicates that there are universities at which transfer students are actively recruited and universities at which transfer students are passively accepted. While there are, most likely, no universities at which transfer students are discouraged from enrollment, it is important to annually review transfer data by institution to determine where the state's transfer students are enrolling.

**Recommendation 13:**

*The Board of Regents should annually analyze the transfer student admission data at each university and should review each university's policies and procedures for the acceptance and enrollment of transfer students to ensure that transfer students have access to admission to each of the state universities.*

**Recommendation 14:**

*The Board of Regents should establish performance funding measures and other financial incentives that reward universities for both the enrollment and the baccalaureate degree completion of low income, minority, part-time and re-entry AA transfer students.*

**b. Accountability Reporting**

The two public postsecondary sector boards, as required in Florida Law, annually collect and report performance data on specified objectives for their institutions.

For the State University System, the reporting is based on measures that respond to nine objectives. Objective FOUR focuses on increasing undergraduate retention and graduation rates, particularly for AA transfer students in the SUS. The AA transfer study begins with the Fall 1985 cohort and

analyses includes graduation and retention rates for each year's cohort by gender and ethnicity. Table 14 shows graduation and retention rates for FTIC and AA transfer cohorts. For 1998, the SUS Accountability Report performance criteria are being linked to performance-based budgeting and incentive funding.

**TABLE 14**

**State University System Retention and Graduation Rates**

**Source:** SUS 1997 Accountability Report.

In 1997, the Community College System combined the agency strategic plan with accountability data. The report includes indices to evaluate six strategic issues and accompanying goals. The stated goal for the first strategic issue is to: Preserve open access and increase student success in

community college programs. Retention, graduation and performance data for AA and AA students in the system are presented.

Of particular relevance to this report is a 1998 report produced by the Articulation Coordinating Committee's Standing Committee on Articulation Accountability called the **Florida Articulation Summary**. This report displayed numerous measures to assess articulation among the state's public schools, community colleges and universities.

**Recommendation 15:**

*The Articulation Coordinating Committee should continue to annually publish the Florida Articulation Summary and should expand its scope to include specific and measurable performance indicators that track the outcomes of the different paths that high school graduates follow in the state's postsecondary system. The report should focus on the student transfer process, including transfer rates by college and by university, and retention and graduation rates of AA graduates in the State University System. Findings from the Commission's longitudinal research on student progression will provide important information on the postsecondary paths of AA graduates.*

**c. The Progression of Florida High School Graduates**

During the past two years, the Commission has been conducting a longitudinal cohort project to track high school graduates of similar ability levels as they enroll in, progress through and graduate from the State's postsecondary education delivery system and enter the workforce. The Commission works in conjunction with the Board of Regents, State Board of Community Colleges, Office of Student Financial Assistance, Department of Education and Florida Education and Training Placement Information Program to develop and refine a student database and system to analyze the progression of 1993-94 high school graduates.

In the 1998 progress report of *Student Progression Toward the Baccalaureate Degree: Longitudinal Cohort Studies of High School Graduates*, analysis focuses on the progression of high school graduates who met State University System admissions policies and enrolled in community college associate in arts and public university baccalaureate programs by Fall 1994. Initial analyses of data addressing the question whether students who met SUS admission policies and started in community colleges progress at the same rate as students who started at universities revealed smaller shares of community college entrants both remaining in baccalaureate-bound programs and achieving upper level status.

Further analysis explored the progression of students who were matched for pre-college academic achievement. Both SAT and GPAs were used as measures of pre-college academic achievement. All students meeting SUS admissions policies were grouped into one of three academic achievement groups according to their SAT and GPA. This analysis revealed that the average SAT scores and GPAs were higher in the SUS than in community colleges. In addition, a greater share of students with SAT scores or GPAs in the top 25 percent initially enrolled in the SUS. Analysis of both SAT scores and GPAs revealed stronger progression for SUS entrants and for all three academic achievement groups. Finally, the analysis revealed that GPAs were better predictors of progression within each sector than were SAT scores.

The Commission is continuing its analysis by examining part-time and full-time enrollment within each SAT and GPA achievement group and 1997-98 enrollment and completion data. This research will provide important data on the effectiveness of alternative paths for high school graduates through the state postsecondary system. The data will be useful to students and their families making academic decisions, to institutions designing student services and to education leaders making policy decisions on structure, funding and articulation issues.

## C. ACCESS ISSUES

### 1. PLANNING FOR GROWTH

#### a. Overview

In *Challenges and Choices: The 1998 Master Plan for Florida Postsecondary Education*, the Commission identified postsecondary access as a primary issue in the coming years. The Plan projected that total headcount enrollment in Florida's public and independent colleges and universities in 2010 will approach 900,000, an increase of 41 percent above 1995 levels. While more recent projections prepared for the Commission have lowered the estimated growth to approximately 200,000, the expected increase will be substantial.

In its *Strategic Plan 1998-2003*, the Board of Regents reviews the population and enrollment projections for the State. The *Plan* states that population growth during the period from 1990 to 2010 is projected at nearly five million, with numbers of high school graduates projected to grow by nearly 50,000. It states that much of the population growth during this period will be in traditional college-aged students, 18 to 24 year olds, which will grow by 30 percent.

In its *Strategic Plan for the Millennium 1998-2003*, the State Board of Community Colleges reports that Florida ranks 5<sup>th</sup> nationally in the production of AA degrees and 9<sup>th</sup> in enrollment in two-year institutions. The *Plan* states that over 69 percent of the AA degree graduates continue their education the following year – 58% into the SUS, 5% into independent colleges and universities and the remaining 6% stay in the community college. Over 70 percent of the students in the SUS upper division began their education at a community college. The Plan reports that the community college population has grown from 191,686 in 1991-92 to 193,105 in 1995-96 in FTE degree-seeking students. The *Plan* projects that the enrollment will grow to 196,414 in the year 2003.

The *SUS Plan* conservatively estimates that 70,000 new students will enroll in the State University System between now and the year 2010, an average increase of nearly 6,000 students per year, or about the same level of growth experienced during the previous seven years. The *Plan* also identifies factors that will influence the growth of the SUS, both positively and negatively, including the reduction of high school graduates with standard diplomas, lower participation rates by non-traditional students, the impact of statewide efforts to improve the academic preparation of high school graduates and educational technology.

A review of 1995 data of baccalaureate degree production by state (See Appendix F) finds that Florida ranks 44<sup>th</sup> nationally at 871 degrees granted per 100,000 18-44 year old population. The national average for these data is 1,083 per 100,000. The *SUS Plan* states that Florida's production

of baccalaureate degrees remains at only 82 percent of the national average. One of the Regents' priorities for the State University System in the next five years is "To increase degree production at all levels" and the specific objective stated in the Plan is:

*By 2003, the State University System shall increase baccalaureate degree production to at least 93 %, and master's and doctoral degree production to at least 85 % of the national average (per 100,000 18-44 year olds).*

In recent years, numerous national studies have established that the economic return on education increases greatly for both graduates and the state with the attainment of a baccalaureate degree. The focus on access has shifted from entrance to postsecondary education to completion of the baccalaureate degree. In its 1998 *Master Plan*, the Commission calls for raising the educational attainment of Floridians by increasing participation and completion rates for both recent high school graduates as well as working age adults to meet the workforce demands of a knowledge-based economy.

## **b. New Paths to Baccalaureate Education**

Responding to findings in its 1997 report, *The Development of an Enrollment Projection Model*, that projected a 41 percent increase in postsecondary headcount enrollment by the year 2010, the Commission in its *1998 Master Plan* identified a series of responses that are available to meet the future postsecondary access needs in the State. The responses include:

- Increase enrollment at each existing SUS institution.
- Establish a state college system.
- Authorize community colleges to offer selected baccalaureate degrees.
- Increase the number of joint-use facilities at community colleges.
- Increase the state subsidy to in-state students attending Florida private institutions.
- Increase the use of distance learning and instructional technology.

The 1998 Legislature directed the Commission to develop a feasibility plan outlining the actions necessary to create a "middle tier" system of state colleges for Florida. In its 1998 report: *Feasibility Plan for Implementation of a State College System*, the Commission recognized that the primary mission of a state college system would be "to provide high quality undergraduate education at an affordable price." The Commission identified the following guiding principles, stating that a state college system:

- Would be one of several responses that the state would make to meet the projected enrollment growth;
- Would be developed through a combination of both existing and new facilities;
- Would primarily offer education at the baccalaureate level, and in the core areas of liberal arts and sciences, business, education and social sciences;
- Would be located at sites based on demonstrated local need and existing postsecondary opportunities.

Addressing the issue of governance, the Commission favors the creation of a separate state coordinating board for any four-year institution that may be established or designated, and states that

academic program review and approval should be under the Commission's purview. The Commission also supports the initial use of existing community college and concurrent campuses at the initial sites for efforts to establish a state college system. The Commission is currently working on a supplement to the *Master Plan* on "Access" that will make specific recommendations on the establishment of a state college system.

The Commission believes that the implementation of any number of the above responses designed to meet the projected postsecondary enrollment demand will directly affect the Two-Plus-Two articulation system. In its 1994 report, *Access to the Baccalaureate Degree in Florida*, the Commission stated that the Two-Plus-Two policy "has provided entry to postsecondary education for many residents through a low cost, local educational experience, and it has served to relieve enrollment pressures on the universities for the first two years of undergraduate instruction." The Commission recommended that:

*Florida's Two-Plus-Two system should continue to provide the framework for access to postsecondary education for Florida residents pursuing a baccalaureate degree. The Statewide Articulation Agreement should be recognized and reinforced in all enrollment planning and policy development.*

The crucial component of a plan to increase access to postsecondary education for Floridians and to meet the projected enrollment demand, however, is to identify the most efficient path for students to successfully complete a baccalaureate degree. In a report: *A Brief Analysis of Baccalaureate Degree Production in Florida* prepared for the Commission by the National Center for Higher Education Management Systems (NCHEMS), degree production in Florida was statistically compared with other states. The report identified a number of predictor variables that explain much of the variance in the overall baccalaureate degree production, particularly when the influence of background demographic characteristics and the state's overall approach to delivery of postsecondary education are taken into account. The report also identifies policy influences that appear to be primary contributions to the situation in Florida, including the relative emphasis placed on public/private alternatives, the relative investment in public community colleges and overall upper-division capacity. The report states that Florida is well below average at each stage of the baccalaureate production pipeline, with the exception of graduating upper-division students.

One option that has caused considerable activity is to enable certain colleges to link to four-year institutions in order to allow students who begin their higher education at a community college to complete their baccalaureate degree at the same location. There is research that supports the view that students who begin their baccalaureate education as native university students are more likely to complete the degree than students who must transfer to a four-year institution. In the section on "Postsecondary Persistence and Attainment" of the National Center for Education Statistics' annual report: *The Condition of Education 1997*, it is reported that: "bachelor's degree seekers who enroll initially at 2-year institutions are far less likely than those who start at 4-year institutions to attain a bachelor's degree within 5 years." The report identifies the fact that these students must transfer to a four-year institution in order to complete the degree, and the research confirmed that many students fail to do so. It was reported that "if students who begin at 2-year institutions did transfer, they were equally as likely as those who begin at 4-year institutions to persist overall." These findings seem to indicate that the problems that prevent successful completion of the baccalaureate degree usually occur prior to transfer or during the transfer process.

It is clear that the structure of the public postsecondary delivery system will directly determine the effectiveness of the state's efforts to increase access of Floridians to higher education and to increase the production of baccalaureate graduates. The Commission's longitudinal cohort research will provide important data on the effectiveness of alternative paths for high school graduates through the state postsecondary system.

***Recommendation 16:***

***An evaluation of each proposed state action to meet projected enrollment demand should include as specific criteria an analysis of its impact on baccalaureate degree productivity and the impact of the action on the Statewide Articulation Agreement and Two-Plus-Two System.***

## **2. TUITION AND FEE POLICIES**

### **a. A National Perspective**

The percentage of a state's budget that supports its higher education has declined over the past 20 years as state spending on health, corrections and welfare has increased dramatically. Public resistance to increased taxes has largely capped total state spending. Thus, state resources per student in higher education have declined and, without a significant change in state spending priorities, may continue to do so into the future. Concurrently, federal funding for student loans and financial aid has grown slowly over recent years and may continue to do so given pressures on the federal budget.

Although tuition is but one element of the price of attending college, the dramatic rise in tuition charges at U.S. colleges and universities is receiving greater public attention. Trends in college tuition present particularly serious problems for low and moderate income families. National data show that tuition and fees now cover approximately 27 percent of the revenues raised by institutions of higher education, an increase from approximately 20 percent in the early 1980s. This percentage change highlights the increasing shift of the cost burden to students and their families.

In its 1998 report: *Straight Talk About College Costs and Prices*, the National Commission on the Cost of Higher Education found that the concern about rising college prices is real. Based on 1996 data, the Commission reported the following:

- In the 20 years between 1976 and 1996, the average tuition at public universities increased from \$642 to \$3,151 and the average tuition at private universities increased from \$2,881 to \$15,581. Tuition at public two-year colleges increased from an average of \$245 to \$1,245 during this period. These tuition increases approached or exceeded 400 percent for the 20 year period.
- The Commission also determined that tuition has continued to increase much faster than either instructional costs per student or the state subsidization of institutions, and much faster than the growth of median household income and per capita disposable income.

In its national survey of college tuition and fees: *Trends in College Pricing 1998*, the College Board reported a one year increase in four-year college tuition and fees at between four and five percent. The report presented the following fixed charges for undergraduates in 1998 and detailed the tuition increases by region over the past ten years.

**TABLE 15**

**Average Fixed Charges for Undergraduates in the U.S.  
1998-99**

Sector	<u>Tuition &amp; Fees</u>			<u>Room &amp; Board</u>		
	1998-99	1997-98	% Change	1998-99	1997-98	% Change
2 year Public	1,633	\$,1567	4%	* *	* *	* *
2 year Private	7,333	7,079	4%	4,666	4,442	5%
4 year Public	3,243	3,111	4%	4,530	4,358	4%
4 year Private	14,508	13,785	5%	5,765	5,575	3%

**Source:** Trends in College Pricing 1998.

**TABLE 16**

**Tuition & Fee Charges 1988-1998  
Southern States**

<u>South</u>	<u>1988-89</u>	<u>1998-99</u>	<u>% Change</u>
2 year Public	\$817	\$1,235	51%
2 year Private	\$5,109	\$9,250	81%
4 year Public	\$2,229	\$2,675	20%
4 year Private	\$8,800	\$12,636	44%

**Source:** Trends in College Pricing 1998.

The College Board survey also found that nearly three-quarters of all full-time undergraduates attend four-year colleges and universities that charge less than \$ 8,000 per year for tuition and fees and a majority of these students pay less than \$4,000 per year.

Nationally, an increasing number of “low tuition” states are reassessing this pricing policy. With heightened pressure to fund health care, prisons and public education needs, states are finding increasing difficulty in sustaining the levels of state support necessary to subsidize low tuition levels while maintaining access goals. Many of the states that have moved in the direction of

higher fees have done so by establishing cost-sharing policies, in which public tuition and fees are set as a proportion of the costs of educating a student. Currently, public sector tuition and fees constitute one-fifth or more of total public institutional revenues nationwide, up from less than one-tenth of revenues ten years ago.

## **b. Florida**

Florida resident students pay low tuition and fees (the required cost of undergraduate education) at the state's postsecondary institutions by national standards. Florida Statutes prescribe that resident students pay a matriculation fee that represents 25 percent of the prior year cost for both community colleges and state universities. Non-resident students pay full cost.

The following national context for Florida's tuition and fee levels was produced from the Washington State Higher Education Coordinating Board's 1997 annual report of state tuition comparisons.

**State Universities:** Undergraduate resident tuition & fees are \$ 1,994, which is 57 percent of the national average of \$ 3,515. Florida's national rank is 49<sup>th</sup>.

Florida's fees have increased 13 percent over the past four years. Nationally, average growth was nearly 24 percent.

Non-resident undergraduate fees - \$7,911, which is 79 percent of the national average of \$ 9,989. Florida's national rank is 34<sup>th</sup>.

Non-resident fees of comparison states: Texas-\$ 9,699; Virginia- \$ 15,030  
North Carolina- \$ 11,159; California- \$ 13,339.

**Community Colleges:** Resident fees are \$ 1,225, which is 82 percent of the national average of \$ 1,498.  
Florida's national rank is 32<sup>nd</sup>.

Florida's fees have increased 19 percent during the past four years. Nationally, the average growth was 21 percent.

Non-resident fees of \$ 4,566 exceed the national average of \$ 4,281 by nearly 7 percent. Florida's national rank is 20<sup>th</sup>.

Table 17 displays annual undergraduate tuition and fees for the State University System in relation to the U.S. average and shows an increasing disparity from year to year.

**TABLE 17**

**Resident Undergraduate Average Tuition and Required Fees  
Public Universities, by Year**

Year	Florida SUS	USA Average	Difference
1990-91	\$1,345	\$2,156	\$811
1991-92	\$1,512	\$2,410	\$898
1992-93	\$1,706	\$2,627	\$921
1993-94	\$1,765	\$2,838	\$1,073
1994-95	\$1,783	\$3,032	\$1,249
1995-96	\$1,795	\$3,210	\$1,415
1996-97	\$1,888	\$3,358	\$1,470
1997-98	\$1,994	\$3,515	\$1,521
1998-99	\$2,114	*	

**Source:** Board of Regents.

In a recent analysis by the University of Florida (See Table 18), it was reported that the University ranks near the bottom of AAU public universities in the required cost to a student of an undergraduate academic year. The University reported that to reach the middle price of an AAU public university, the state would need to increase its price to students by 100 percent.

**TABLE 18**

**Undergraduate Tuition & Required Fees (In-State)  
AAU Public Universities**

**Source:** Measuring University Performance: Costs, University of Florida, 1996.

In *Challenges and Choices: The 1998 Master Plan for Florida Postsecondary Education*, the Commission reviewed a variety of funding issues, including tuition policies. It found that Florida ranks last in tuition growth over the past 16 years. The *Plan* re-emphasized that “low tuition is not an efficient form of financial aid because it subsidizes all students regardless of ability to pay.” The *Plan* recommends that:

*The Legislature should allow the sector boards to move Florida from a low tuition/low aid state to at least the national averages in these areas. The share of educational costs borne by students should not exceed 40 percent. The percentage of state revenue dedicated to postsecondary education must not be further reduced or replaced by any revenue resulting from increased tuition. An amount equal to at least 25 percent of any tuition increase should be dedicated to need-based financial assistance.*

In the past few years, the Commission, the Board of Regents and the State Board of Community Colleges have all recommended that the public postsecondary sectors raise their tuition charges to the national average. The Board of Regents has the authority to implement a differential tuition schedule for the ten state universities, but the authority has yet to be enacted by the Legislature through its appropriations language.

**Recommendation 17:**

*The Legislature should enable the Board of Regents and State Board of Community Colleges to increase state tuition levels to the national average, without a reduction in general revenue appropriations. Student increases in tuition should not exceed 10 percent annually.*

**Recommendation 18:**

*The Legislature should enable the Board of Regents to implement a differential tuition schedule for each university, on the basis of mission classification, that will allow the Board to approve a state university’s request to charge up to an additional 10 percent tuition charge. Universities who request tuition differential authority should earmark a portion of the potential fee increase for need-based financial aid based on projections of the impact of the fee increase.*

### **Ratios of Community College to University Tuition Levels**

The Commission calculated the ratio of state university tuition to community college tuition for 1997-98 on a state-by-state basis using information compiled by the Washington State Higher Education Coordinating Board (See Table 19). Two states, New Hampshire and South Dakota, were not included in the calculations as their tuition data was not available.

The national average ratio of university to community college tuition was 2.54/1. Florida ranked 41<sup>st</sup> of 48 states on this scale at 1.63 SUS/1 CC, which places the state 24 places below the national average. When California, a state with traditionally low community college tuition and consequent ratio of 11.17/1 (the only ratio to exceed 3 to 1), was not included in the rankings, the national average moved down to 2.36/1, Florida became 40<sup>th</sup> of 47 states, and fell 20 places below the national average.

Ratios of selected comparison states:

California	11.17 to 1
North Carolina	3.88 to 1
Texas	3.61 to 1
Virginia	3.35 to 1
<b>National Average</b>	<b>2.36 to 1 (excluding California)</b>
<b>National Average</b>	<b>2.54 to 1 (including California)</b>
Tennessee	2.25 to 1
Georgia	2.11 to 1
<b>FLORIDA</b>	<b>1.63 to 1</b>
Colorado	1.60 to 1

**TABLE 19**

**Ratios of State Community College Tuition to State University Tuition  
by State, 1997**

AVERAGE 2.54					
1. California	11.17	18. Arizona	2.53	34. Montana	1.92
2. North Carolina	3.88	19. Kentucky	2.49	35. Oklahoma	1.87
3. Michigan	3.62	20. Louisiana	2.43	36. Utah	1.87
4. Texas	3.61	21. New Jersey	2.41	37. Ohio	1.82
5. Virginia	3.35	22. Washington	2.31	38. Idaho	1.77
6. Delaware	3.31	23. Tennessee	2.25	39. Nevada	1.75
7. Missouri	3.31	24. Nebraska	2.25	40. New York	1.71
8. Illinois	3.27	25. Oregon	2.24	41. <b>FLORIDA</b>	<b>1.63</b>
9. New Mexico	3.27	26. Maine	2.19	42. West Virginia	1.62
10. Hawaii	3.08	27. Massachusetts	2.18	43. Indiana	1.60
11. Pennsylvania	2.95	28. Georgia	2.11	44. Colorado	1.60
12. Connecticut	2.89	29. Maryland	2.07	45. Wisconsin	1.52
13. Vermont	2.89	30. Minnesota	2.07	46. North Dakota	1.47
14. Mississippi	2.84	31. Alabama	2.03	47. Alaska	1.46
15. South Carolina	2.81	32. Wyoming	1.96	48. Iowa	1.42
16. Arkansas	2.74	33. Kansas	1.95		
17. Rhode Island	2.63				

**Source:** Washington State Higher Education Coordinating Board, 1997 Report.

The Commission is aware that, while higher student fees can increase the revenues available for undergraduate education, they can also affect potential students' decisions on whether to enroll in a public college or university. Florida's low university tuition to community college tuition ratio has directly influenced the postsecondary paths and enrollment patterns of high school graduates. Most likely, the relatively small difference in tuition between the two public sectors has increased the likelihood that students choose to begin their postsecondary education at a state university.

**Recommendation 19:**

*As the Legislature and the postsecondary sector boards work to increase tuition levels to the national average, they should also increase the differential between the university tuition and the community college tuition. Included in these deliberations should be an analysis of how tuition pricing of the two postsecondary sectors jointly impact the enrollment patterns of students and the state's Two-Plus-Two system of articulation.*

A higher tuition differential for the two postsecondary sectors may cause greater numbers of FTIC students to choose to enroll in the state's community colleges which will, in turn, reinforce the intent of the Two-Plus-Two system.

Although public tuition and fee costs in Florida remain affordable to many students, the importance of financial aid cannot be overestimated. Increased reliance on federal student loans and the subsequent increase in student loan debt burden confirm the need for more grant aid to Florida's students. Incremental increases in tuition must not erode accessibility for the state's neediest of students or negatively impact postsecondary participation by the state's underrepresented minorities.

**Recommendation 20:**

*To offset any adverse impact on access that may occur due to tuition increases, the Board of Regents and State Board of Community Colleges should collaborate with individual institutions in identifying the source and amount of additional financial assistance that will be made available for financially needy students.*

### 3. FINANCIAL AID POLICIES

#### a. A National Perspective

Federal student aid and related efforts have helped fuel 50 years of explosive growth in college attendance and educational attainment. Financial aid programs authorized under Title IV of the Higher Education Act are the primary vehicles through which the U.S. Government attempts to expand student access to postsecondary education. Available student aid topped \$60 billion in 1997-98, an increase of six percent over the preceding year after adjusting for inflation. Of the \$60 billion, 54 percent was in federal loans, 18.5 percent in institutional and other grants and 10 percent in federal pell grants.

Over the past decade, total aid has increased approximately 80 percent in constant dollars. However, the growing reliance on loan programs was responsible for almost two-thirds of this increase. In 1992, over 50 percent of all undergraduates enrolled at four-year colleges and universities received some type of financial aid, with grants (over 40 percent recipients) being the most common type of aid. Nearly one-third of all undergraduates received Pell grants and one fifth received institutional sources of aid. As was reported, growth in aid has come largely in the form of loans, with the biggest surge coming after 1992 when the U.S. Congress broadened eligibility and raised loan limits.

The College Board reports that the federal government provides over 70 percent of direct aid to postsecondary students and almost 60 percent of all aid is now in the form of loans. Ten years ago, the percentage of loans was 45 percent. For 1997-98, almost \$2 billion in non-federal loan volume was reported, including \$1.6 billion in private sector loans and \$350 million in state-sponsored borrowing, financed either by state appropriations or tax-exempt bond issues. As borrowing has increased and average federal grants have declined, tuition increases have outpaced growth in personal and family income. During 1980-1997, financial aid per full-time-equivalent (FTE) student has increased in total value but not kept pace with growth in tuition levels.

In a review of a national survey on how undergraduates finance their education by the National Postsecondary Student Aid Study (NPSAS), variations in student financial assistance by geographic region were analyzed. The 1996 study found significant differences in average tuition and fees, family income levels and living expenses by region. In a review of the Southeast region, it was found that the region experienced the lower aid amounts and distributions than the national averages. Students in the region had smaller loan, grant and work-study aid awards due in part to high concentrations of students in public institutions and average costs of attendance in the region being lower than the national average.

During 1996-97, states awarded \$3.09 billion in grant aid to more than 2 million students. This figure, however, was just 5.7 percent of all financial aid received by students. All states, through the federal State Student Incentive Grant program with its matching grant incentive, now have need-based undergraduate grant programs. State appropriations for state student grant and other financial aid programs have grown substantially over the past three decades. In 1970, 3.2 percent of state fund appropriations for higher education were targeted to students through grant programs. In 1997, this proportion was approximately 6.6 percent.

## **b. Florida**

As administered by the Department of Education, Section 240.437(2), Florida Statutes, guides the planning and development of the state student financial aid program:

*The objective of a state program is the maintenance of a state student financial aid program to supplement a basic national program which will provide equal access to postsecondary education to citizens of this state who have the ability and motivation to benefit from a postsecondary education.*

The Florida Department of Education's Office of Student Financial Assistance (OSFA) administers 31 student financial assistance programs including need-based, merit-based and teacher preparatory programs. In 1997, the Office disbursed over \$ 142 million in state program aid to over 109,000 students.

The major state need-based programs are the three Florida Student Assistance Grant (FSAG) programs (public, private and postsecondary) that provide financial aid to students who would not be able to pursue postsecondary education without the assistance. The FSAG award can range from \$200 to \$1,500 per academic year depending on the number of eligible students, funding and the annual legislative appropriation. In recent years, actual award levels have not reached the maximum authorized. For example, in 1997-98 the maximum public award was \$1,200 and actual

awards averaged \$942. Financial need is determined using the federal need analysis formula which calculates the family financial resources available to meet the student's cost of education. For the 1997-98 academic year, \$36,827,963 was disbursed to 40,533 students in all postsecondary sectors. Of the students who participated during 1997-98, 70 percent had annual family incomes of less than \$20,000.

The OSFA also administers the Florida Resident Assess Grant (FRAG) which is designed to provide tuition assistance to students attending eligible independent nonprofit colleges or universities in Florida. Each year, the FRAG award is based on a percentage of the state's cost for a full-time undergraduate student to attend a state university. The FRAG program, as most financial assistance statutes, has a "proration clause", which means that the appropriated funds are divided among the eligible students, paring down the intended individual awards.

The 1997 Legislature set the maximum FRAG award amount at \$1,800. The 1998 Legislature increased the FRAG appropriation to \$40,852,200 from its 1997 level of less than \$29 million. As a result, 22,450 students received FRAG awards of \$1,800 in 1998, an increase of over 2,000 students from 1997.

In 1997, the Legislature restructured the Florida Undergraduate Scholars' Fund and the Vocational Gold Seal Scholarship to create the Bright Futures Scholarship program. The Bright Futures program is a lottery-funded scholarship "to reward Florida high school graduates who merit recognition of high academic achievement." The award amount for the Florida Academic Scholars is the equivalent of 100 percent of tuition and fees at a public postsecondary institution, plus \$600 as a cost of education allowance. The award amount for the Florida Merit Scholars and Florida Gold Seal Vocational Scholars is the equivalent of 75 percent of the cost of tuition and fees. For the initial year of 1997, over 40,000 scholarships were awarded and nearly \$70 million was disbursed. For 1998, OSFA has projected that it will disburse over \$107 million in Bright Futures funds to over 55,000 students.

The Florida public postsecondary sectors are authorized in statute to collect student fees for financial aid purposes. The Board of Regents "*is authorized to collect for financial aid purposes an amount not to exceed 5 percent of the student tuition and matriculation fee per credit hour. The revenues from fees are to remain at each campus and replace existing financial aid fees* (Section 240.209(3)(e)(4), F.S.). In state law for the Community College System, Section 240.35 (11)(a), F.S. states that "*each community college is authorized to collect for financial aid purposes an additional amount up to, but not to exceed, 5 percent of the total student tuition or matriculation fee collected. Each community college may collect up to an additional 2 percent if the amount generated by the total financial aid fee is less than \$250,000.*"

### **c. Balancing Need-based and Merit Aid**

In Florida, the interrelationship between the costs of postsecondary education and the need for sufficient financial aid to provide continued access for the State's financially-neediest students remains a balancing act. Florida law directs the state in its commitment to provide postsecondary access to all qualified residents and in its commitment to provide financial assistance to those who need it. The Commission continues to believe that the first policy that is identified in the financial aid statutes is a paramount one. In a description of the state program, it states: *State financial aid be provided primarily on the basis of financial need* (Section 240.437(2)(a), F. S.).

The Board of Regents is guided in its use of the financial aid fee for State University System students as follows: *A minimum of 50 percent of funds from the student financial aid fee shall be used to provide financial aid based on absolute need.*" (Section 240.209(3)(e)(4), F.S.). The Community College System is guided as follows: "... *A minimum of 50 percent of the balance of these funds shall be used to provide financial aid based on absolute need.*"

The Commission, both in its master planning work and in specific legislative reports, has examined various aspects of financial aid, including need-based and merit-based aid, program administration, student indebtedness and tuition policy. In *How Floridians Pay For College* (1994), the Commission examined the family characteristics of undergraduate students, including their education and income levels and the mix of resources used to finance their education. In its 1996 report, *Student Financial Assistance and Tuition Policy*, the Commission reviewed the balance of need-based and merit-based aid and the administration of existing state aid programs and called for adherence to the statutory policy that state financial aid be distributed primarily on the basis of need. In the *1998 Master Plan*, the Commission confirmed that "*past state appropriations for need-based aid have not kept pace with either the number of eligible applicants nor the extent of their need*" and restated its view that "*both need and merit should be considered in the distribution of student financial aid.*" It recommended that:

*All applicants for any state financial assistance should submit need analysis data. The Department of Education and the sector boards should base future requests for need-based aid on the number of eligible applicants, taking into account tuition increases and other factors affecting the extent of need.*

The State Board of Community Colleges' *Strategic Plan for the Millennium 1998-2003*, discusses the relationship of student fees to state financial aid policy and states that none of the state financial aid programs, including the Bright Futures Scholarship program, "*have been a major source of financial assistance to the non-traditional, part-time students that represent the principal customers of the Florida Community College System. Low tuition does not represent a good financial aid policy because it does not target aid to the financially needy.*"

As a further point, the Commission continues to be concerned that a significant number of students, particularly minority students, must enroll in college remedial courses due to the fact that they have not completed the needed high school courses in preparation for university work. Their status as remedial students should not negatively affect their eligibility for state financial assistance programs and other student services.

#### **Recommendation 21:**

*The Office of Student Financial Assistance should review the eligibility criteria of all state financial aid programs to ensure that the state's non-traditional, part-time students who demonstrate need are able to participate in the programs. Students who are enrolled in remedial courses must receive equitable treatment in the financial aid process.*

A number of national reports on student financial assistance have identified a recent trend in which some colleges and universities are using financial aid to attract the more academically qualified

students, including many from affluent families who can well afford the tuition charges. Institutions use tuition discounts as merit awards to increase their enrollments of academically strong students. This policy promotes the concern that the greater use of financial aid dollars for merit scholarships will reduce the dollars that otherwise could be invested in support of the economically disadvantaged student.

Such concern has surfaced in Florida with the increasing popularity of the state's Bright Futures Scholarship program. This program, in its second year of operation, is clearly helping students who are able to earn the scholarship through strong academic preparation and success in the classroom. Since this is a merit program, ability to pay is not considered in the eligibility determination. Recipients of this scholarship may use the award to financially support their attendance at any Florida public or private postsecondary institution. As a result of this policy, there has been considerable debate statewide as to the impact of the Bright Futures program on the current and future FTIC enrollments in the community college system and in the state university system.

**Recommendation 22:**

***The Office of Student Financial Assistance should annually track the postsecondary enrollment patterns of recipients of the Bright Futures Scholarship. As each cohort of Bright Futures recipients proceeds to the completion of a postsecondary degree, graduation rates should be calculated for recipients in each postsecondary sector.***

The 1997-98 legislative appropriation for merit-based programs and other non-need-based programs increased over the 1996-97 fiscal year by \$20.4 million. The Bright Futures program accounted for most of this increase. State funding for Bright Futures has increased from \$75 million in 1997 to \$120 million in 1998-99. OSFA estimates that the Fund will increase to \$140 million in 1999-2000 and \$170 million by 2000-2001. There is growing concern among postsecondary policymakers, as well as business and industry representatives, that the cost of Bright Futures will continue to grow, until it becomes an unacceptable fiscal burden for the State.

The Commission has requested OSFA to identify the number of Bright Futures students who are currently eligible for Florida Student Assistance Grant (FSAG), the state's need-based program.

In past analyses, the Commission determined that only 12 percent of the students who received State merit aid qualified for the FSAG. It would follow that the remaining 88 percent of the merit recipients would have the ability to pay for all or a portion of their tuition and fees. In a recent analysis of state university students with financial aid, the Board of Regents found that 68 percent of the FTIC students attending a state university received a Bright Futures scholarship and estimated that 50 percent of these recipients could demonstrate need.

**Recommendation 23:**

***In light of the annual appropriation and projected growth in the Bright Futures Scholarship Program, the Office of Student Financial Assistance should conduct an annual review of need-based financial assistance programs to determine if they remain adequate to ensure that Florida's academically qualified, but finan-***

*cially needy students have access to postsecondary education. As part of this study, OSFA should determine the extent to which students with financial need (\$200. or more) qualify for Bright Futures Scholarships.*

To assist OSFA in the identification of Florida residents with financial need and to gain additional financial information on the state's postsecondary students, applicants to the Bright Futures program should complete the Free Application for Federal Student Aid (FAFSA).

**Recommendation 24:**

*The process for students to apply for the Florida Bright Futures Scholarship program should include the submission of a completed Free Application for Federal Student Aid (FAFSA) form.*

## CONCLUSION

Florida's Two-Plus-Two system of articulation, grounded by the State Articulation Agreement, has enabled thousands of Floridians with a high school diploma to pursue higher education. During the past four decades, the Two-Plus-Two system has been refined and solidified through state law and institution policies and practices. The current structure continues to provide postsecondary access for students with a guaranteed process of articulation through an "open" community college door into a university baccalaureate program. As Florida looks toward the new century, however, the Commission identified the following points of concern regarding the state's postsecondary structure:

- 1. Florida's continued population growth, along with the rising demand for educational programs and services, will place increasing strain on the existing public postsecondary delivery system.*
- 2. Florida remains low in degree productivity (44<sup>th</sup> nationally in the production of baccalaureate degrees), which is primarily due to state policies that influence the movement of students through the postsecondary delivery system, as identified in the NCHEMS report: "A Brief Analysis of Baccalaureate Degree Production in Florida."*
- 3. In Florida's postsecondary system, large numbers of students must transfer from one institution to another institution in order to complete a baccalaureate degree which, for community college graduates, may create barriers to the completion of the degree.*
- 4. The enrollment, persistence and graduation of community college graduates in baccalaureate programs are affected by the quality of the transfer experience, as exemplified through the academic and student services that are available at individual community colleges and state universities.*
- 5. The pricing of community college and university education by the State and the availability of state financial assistance, particularly for Florida's neediest students, directly influences the postsecondary paths and enrollment patterns of high school graduates.*

These study findings confirm that the state's postsecondary delivery system must be extended to provide broader flexibility to greater numbers of students. Increasing student demand for programs and services, in addition to economic demands for a highly trained workforce, has created an urgent need for the State to increase access for its citizens to *higher levels* of educational attainment.

The Commission believes that the Two-Plus-Two system will continue to provide postsecondary access for high school graduates in the State, particularly for students who must deal with issues of cost and geographic proximity. To improve the educational outcomes (student persistence and degree productivity) of the current postsecondary delivery system, however, the patterns of student matriculation in the Two-Plus-Two system will need to become less formally defined. Academically qualified students need the postsecondary options and flexibility to enable them to enroll in institutions of their choice where they have the greatest likelihood of success.

To enhance the movement of students through the postsecondary system, new opportunities are now being designed and supported by the Legislature that utilize joint-use facilities and other structural and/or degree program innovations involving all education sectors. Major structural changes in the system, such as community college baccalaureate programs and/or a state college system, have been reviewed by the Commission in its *Master Plan Supplement on Access* and are not now recommended. At this time, the Commission supports the expansion of joint or concurrent programs and facilities involving two and four year public and independent institutions as the priority strategy to address postsecondary access. In the coming years, however, as sector enrollment demand and degree productivity continue to be monitored by the State, community college baccalaureate programs and/or a state college system may become viable options to meet Florida's student access needs.

## **APPENDIX A**

### **FLORIDA STATUTES AND RULES**

**Section 229.551, Florida Statutes**

**Section 240.115, Florida Statutes**

**Section 240.116, Florida Statutes**

**Section 240.1161, Florida Statutes**

**Section 240.1162, Florida Statutes**

**Section 140.1163, Florida Statutes**

**Chapter 6A-10.024, Florida Administrative Code**

**Chapter 6A-10.02412, Florida Administrative Code**

**Chapter 6A-10.0242, Florida Administrative Code**



























































**APPENDIX B**

**SHEEO SURVEY ON  
STUDENT ARTICULATION ISSUES**











**APPENDIX C**

**STATE SURVEY OF A.A. GRADUATES**









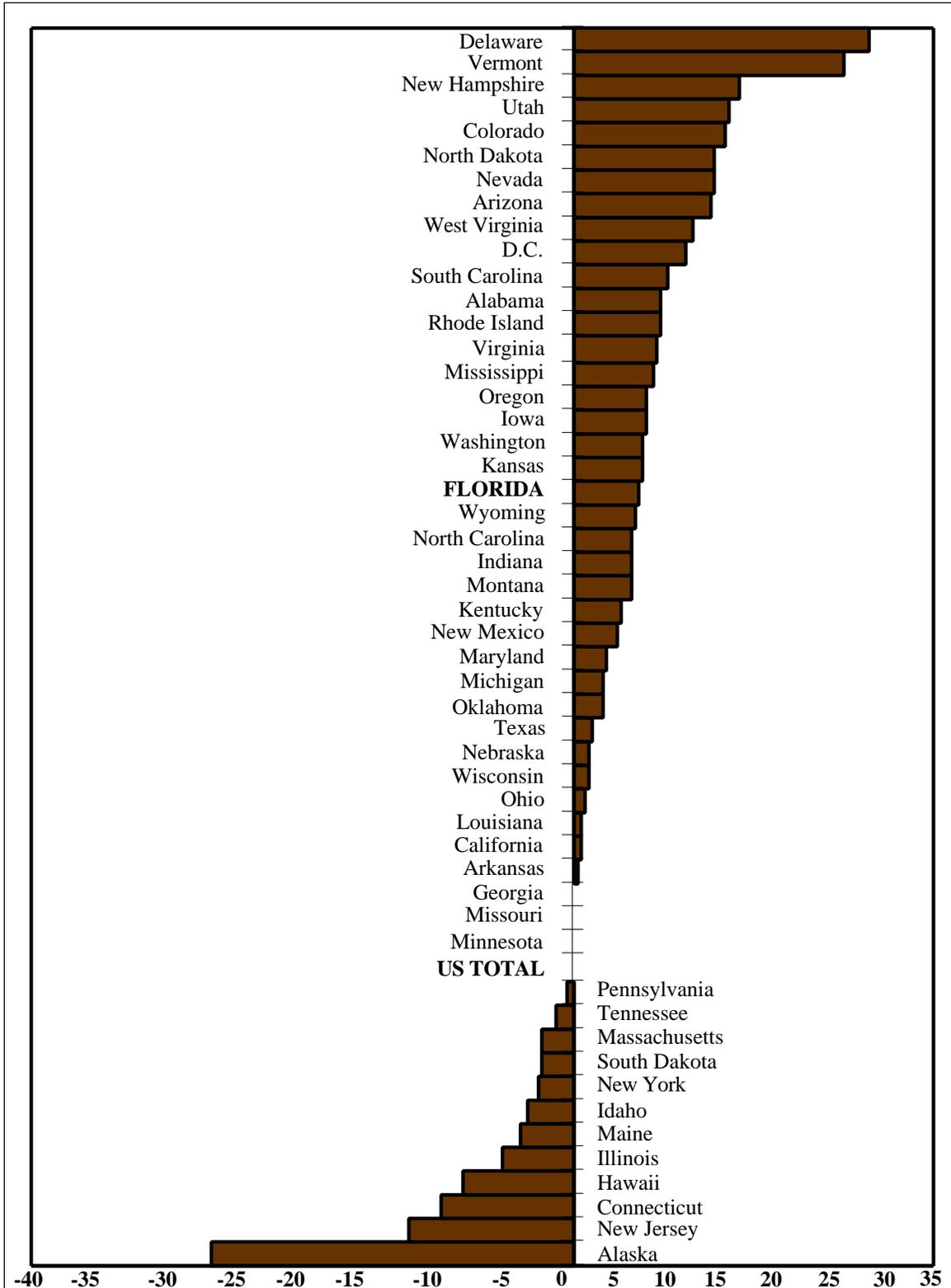


**APPENDIX D**

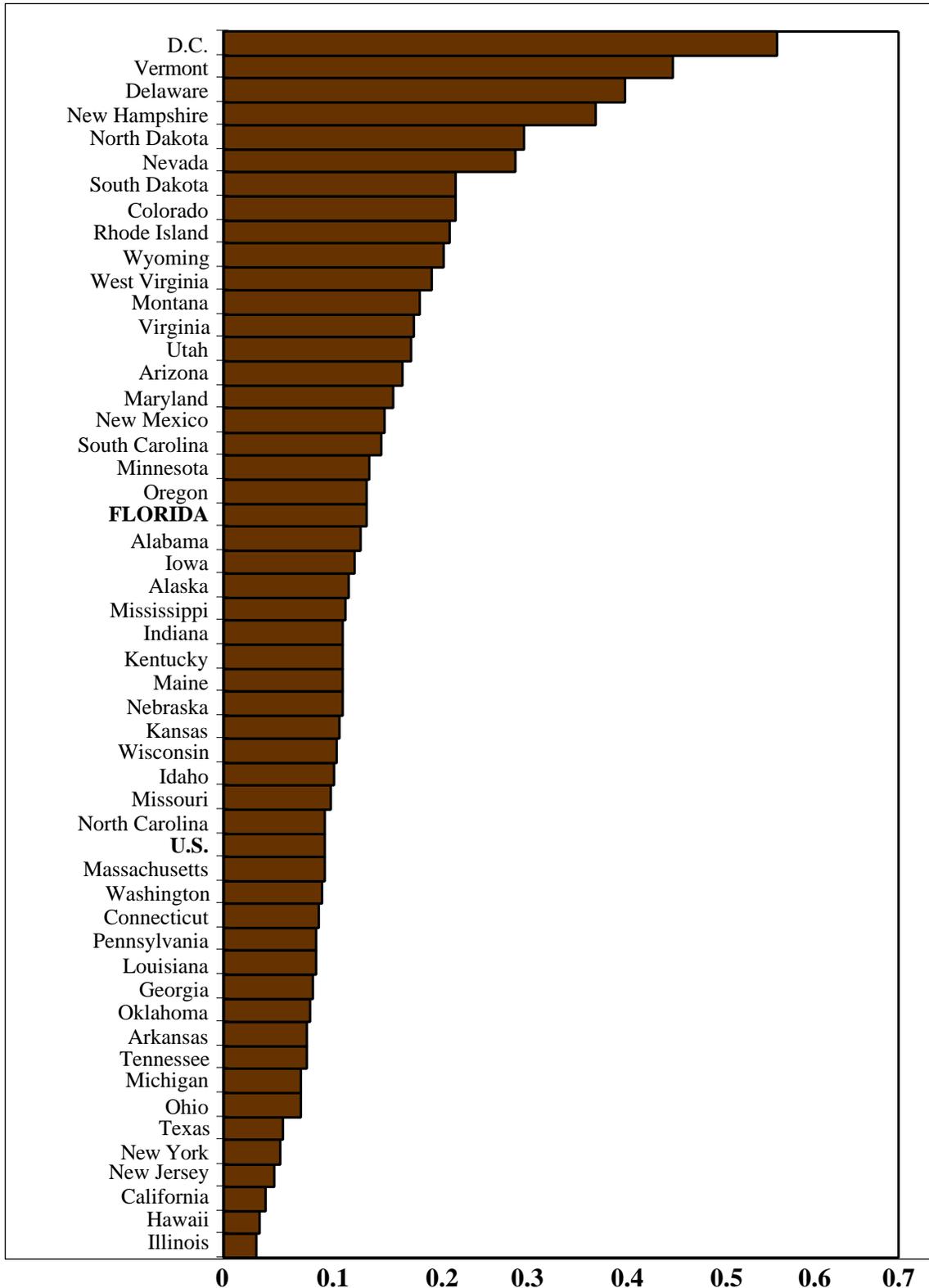
**MIGRATION OF FTIC STUDENTS  
BY STATE**



**NET MIGRATION AS A PERCENTAGE OF FTIC  
STUDENTS ENROLLED IN STATE  
FALL 1996**



**NON-RESIDENTS AS A PERCENTAGE OF FTIC ENROLLMENT  
FALL 1996**



**APPENDIX E**

**SURVEY OF ADMISSIONS POLICIES  
SELECTED STATE UNIVERSITIES**







**APPENDIX F**

**BACCALAUREATE DEGREE PRODUCTIVITY  
BY STATES**





