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THE FLORIDA LEGISLATURE

COUNCIL FOR EDUCATION POLICY,
RESEARCH AND IMPROVEMENT

Philip Morgaman, Chair
Akshay Desai, Vice Chair

April 4, 2003

MEMORANDUM

TO: Members, Council for Education Policy, Research and Improvement

FROM: Bill Proctor *Bill Proctor*

SUBJECT: Okaloosa-Walton Community College Baccalaureate Degree Proposals and Staff Recommendations

Okaloosa-Walton Community College proposes the establishment of two baccalaureate degree programs: Bachelor of Applied Science in Project & Acquisitions Management and Bachelor of Science in Nursing. Copies of the staff analyses are enclosed. These proposals were considered at the March 12, 2003 meeting of the Council in Tampa.

The following are my staff recommendations relative to the requests by Okaloosa Walton Community College; these have been developed in accordance with Section 1007.33 (3), F.S., which provides that "A community college may develop a proposal to deliver specified baccalaureate degree programs in its district to meet local workforce needs. The proposal must be submitted to the State Board of Education for approval...The proposal must be submitted to the Council for Education Policy Research and Improvement for review and comment."

Let me be clear that Okaloosa Walton Community College is an excellent institution and has an outstanding reputation, not only within their service area, but around the state. These recommendations should only be viewed as a critique of the demonstrated need for the program, as well as commenting on preferred methods of delivering the program.

Request to offer a Baccalaureate Degree in Nursing

The State Board of Education should support a joint ADN to BSN program between Okaloosa Walton Community College and the University of West Florida. If this program cannot be implemented by the fall of 2004, the State Board of Education should ensure that an alternative ADN to BSN program is developed and implemented by 2005. All institutions of higher education,

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both public and private, in addition to Okaloosa-Walton Community College, should be considered by the State Board of Education as candidates to deliver this degree.

Request to offer Bachelor of Applied Science Degree in Project and Acquisitions Management

As demonstrated by many of the letters from the CEOs of various companies in the OWCC service region, assessing the actual demand for the proposed degree program is difficult. Due to the difficulty in assessing demand for the degree and the scarcity of resources available to meet the critical needs of higher education, this program should not be initiated at this time. However, if the State Board of Education decides to approve this request it should be implemented with the following stipulations:

1. The College should be allocated planning and program development funding that currently exists in the SBE for this type of program.
2. Upon approval by the Southern Association of Colleges and Schools for OWCC to offer baccalaureate degrees, this program should be self-sufficient, with funding derived from tuition and other non-state revenue sources. We believe, based on the letters of support from business and industry, that external funding should be available from many supporters of the program.

Additional Issues and Recommendations

Program Need

The following recommendation, offered by the Council in March 2002, remains relevant. It identifies an initial process that should be followed by institutions in a region prior to the submission of a proposal to establish a new degree program.

The boards of trustees of all community colleges and universities in each region should jointly conduct a baccalaureate degree needs analysis. The needs analysis and plan to address identified needs should be submitted to the State Board of Education, with copies sent to the Council for Education Policy Research and Improvement. Development of the needs analysis and plan should involve representation from the business community, workforce boards, chambers of commerce, economic development councils and independent colleges and universities.

The Council believes that collaborative partnerships among postsecondary institutions are the most efficacious use of State resources relative to increasing access to baccalaureate education.

Recommendation:

Partnerships among public and independent institutions in a region should be explored exhaustively by a community college prior to the college's development of a proposal to develop and deliver a baccalaureate program. Before submission of a

proposal by a community college, there should be a joint meeting of the Boards of Trustees of the College and State University which serves the area to determine if a stand-alone community college baccalaureate is the appropriate course of action.

The role of the Board of Governors of the State University System in this process should be clarified before additional degree program proposals are developed.

Institution Mission

The Council believes that an institution's name is a direct reflection of its mission. As stated in the Southern Association of Colleges and Schools Criteria for Accreditation, "The name of an institution, the titles of chief administrators, the designations of administrators and academic divisions, the terms used to describe academic offerings and programs, and the names of degrees awarded must be accurate, descriptive and appropriate" (6.1.1).

An institution's desire to change its name from "community college" to "college" is ultimately a board decision, but the establishment of one or a few selected baccalaureate programs by a community college may not signal an overall shift in institution mission nor the need for a name change.

Recommendation:

A long-range vision of the current postsecondary education system is needed to determine the impact of the delivery of baccalaureate education on the mission of community colleges and to determine how many baccalaureate-granting community colleges are needed in Florida.

Recommendation:

Until this review is accomplished, the addition of one or a selected few baccalaureate degree programs should not necessitate a change in the institution's name.

Funding

At present, St. Petersburg College is offering selected baccalaureate degrees and two other community colleges, Chipola Junior College and Miami-Dade Community College, have been authorized to offer such programs. Of the latter, only MDCC has received authorization from the Southern Association of Colleges and Schools at present. Questions of both the level and procedure for providing state support for such programs remain. Should upper division instruction provided by community colleges receive the same amount of state support as similar instruction in state universities? Factors that militate against this notion include different institutional missions, teaching loads, and average faculty compensation. Another question concerns the source of whatever state funds are forthcoming. Should this funding be provided from the community college program fund or from the state university funding formula, as is the case with St. Petersburg College?

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Recommendation:

Approved programs should be funded based on actual documented costs associated with the delivery of the program. This support should be channeled through the Community College Program Fund for accountability purposes.

/dca

Enclosures

c: Dr. Robert Richburg, President

**OKALOOSA-WALTON COMMUNITY COLLEGE
BACCALAUREATE DEGREE PROPOSAL
BACHELOR OF SCIENCE DEGREE IN NURSING**

STAFF FINDINGS

1. The University of West Florida (UWF) is planning to cooperatively offer a BSN degree with OWCC by Fall 2004.
2. An agreement with UWF to cooperatively offer the degree program is currently being discussed.
3. According to the Florida Board of Nursing, OWCC currently has only provisional approval from the FBN for their Associate Degree in Nursing program.
4. The Florida Association of Colleges of Nursing does not support approval of the proposed OWCC BSN program.

SUMMARY

The University of West Florida (UWF) is currently planning to cooperatively offer a BSN program with OWCC by Fall 2004.

According to the Florida Board of Nursing, OWCC currently has provisional approval from the FBN for their Associate Degree in Nursing program. This provisional approval will become permanent if the upcoming graduating class achieves a satisfactory passing rate on the NCLEX examination. Thus, the proposal of a BSN is premature at this time. The Florida Board of Nursing suggests that it might be more appropriate for OWCC to have their ADN program well established before extending their educational scope.

The FBN also stated that a bachelor's degree is not required to be a critical care nurse or a nurse in a step-down unit. Both of these positions involve telemetry as a part of their responsibilities. Many hospitals currently teach the technical skills needed to work in these areas. See **Appendix C**.

The Florida Board of Nursing Education Director was not aware that bachelor's degree programs are providing specialization. Specialization usually occurs in a master's level program as an advanced registered nurse practitioner or in nursing education.

Also according to the FBN, there is an overall severe nursing shortage in Florida. That includes nurses at all levels, undergraduate and graduate as well as licensed practical nurses. While many in the nursing field are encouraging nurses to obtain their bachelor's degrees, associate degree nurses returning to school to obtain bachelor's degrees does not increase the actual number of nurses. On-line baccalaureate programs delivered via distance learning have become an efficient and effective method to deliver the BSN to Florida nurses.

The Florida Association of Colleges of Nursing (FACN) does not support the approval of the proposed program for the following reasons:

- Access to three RN-BSN programs currently exists in Okaloosa County;
- Low program demand by RNs;
- Scarce and declining faculty resources.

The FACN suggests that any state funding should instead be directed toward building on existing strong programs, strengthening weak programs, providing support for the preparation of new nursing faculty at the master’s and doctoral level, avoiding duplication by supporting collaborative programs, and supporting the Capitation Grant Program for established nursing programs. See **Appendix E**.

Adequate local employer demand for graduates of OWCC’s proposed Bachelor of Science in Nursing was demonstrated. The College’s proposal lucidly articulates the need to provide baccalaureate nursing education in the Okaloosa-Walton community.

ISSUE MATRIX

NEED		
1. Is the need in an area of critical concern?	YES	Pg. 4
2. Is the need large, reflecting a significant shortage?	YES	
3. Is the need driven by proven student demand?	YES	Pg. 4
4a. Has employer demand exceeded supply? 4b. Is need expected to exceed supply for the next five years?	4a. YES 4b. YES	Pg. 5
5. Is the need primarily related to programmatic content, nature of delivery system, or other?	Program Content and Nature of Delivery System	Pg. 6

POTENTIAL IMPACT		
6. Will the impact of the program have an impact on the current mission of the institution?	YES	Pg. 7
7. Will the program cover a significant percentage of the supply/demand gap?	Increases supply of BSNs.	Pg. 7
8. Will program be of necessary quality associated with baccalaureate degree?	YES	Pg. 7
9. Will program increase access rather than simply redistributing applicants?	REDISTRIBUTE	Pg. 8

10. Will program have adverse impact on public or independent providers?	ADVERSE	Pg. 8
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USE OF RESOURCES		
11. Are there other programs within commuting distance with unused capacity?	YES	Pg. 9
12. Is there a cooperative program currently in place?	NO	Pg. 9
13. Has a cooperative program been proposed?	YES	Pg. 9
14. Does the proposed program duplicate other programs currently within commuting distance or through distance learning?	YES	Pg. 9
15. Are there issues related to access/articulation that if resolved would preclude need for the proposed program?	YES	Pg. 9

IMPLEMENTATION		
16. Does proposal address steps necessary for accreditation?	YES	Pg. 10
17. Is the planned process for inclusion of the proposed program's enrollment into the College's registration, information, and costs accounting systems delineated?	YES	Pg. 10

ACCOUNTABILITY		
18. Is the program 120 hours in length	YES	Pg. 10
19. Does the program comply with common prerequisites?	YES	Pg. 10
20. Will the program be limited access?	NO/YES	Pg. 10
21. Proposed Admission Requirements	YES	Pg. 11

COST EFFECTIVENESS		
22. Is the incremental cost (including capital outlay) to the State less than other available options?	YES	Pg. 11
Total Year 1 Requested Funds: \$150,000		
23. Is the cost to the students less than other available alternatives?	YES	Pg. 11

ANALYSIS OF CRITERIA

ISSUE 1: NEED

1. Is the need in an area of critical concern?

- Yes. Nursing has been identified as a critical degree area by the Office of Academic and Student Affairs in the Florida Department of Education. Additionally, there is a documented nursing shortage in Florida.
- The Florida Hospital Association reports in its Data Brief: Nursing Facts in Florida that the percentage of registered nurse vacant positions increased to 15% in 2001. With 8,400 positions reported as vacant, Florida is experiencing the largest RN shortage since 1988.
- OWCC proposes a Bachelor of Science degree in Nursing and indicates that “Like the rest of the nation, Florida faces a critical shortage of nurses now and in the foreseeable future. The demand for registered nurses outpaces the supply by far, and the problem is growing.”
- The proposed BSN is a capstone program, and thus may not produce a real increase in the number of registered nurses.

2. Is the need large, reflecting a significant shortage?

- In October 2002, the Florida Hospital Association identified the vacancy rate in Workforce Region 2, Okaloosa and Walton Counties, of 14.3%. The overall rate for the State of Florida is 12.5%.
- The Florida Agency for Workforce Innovation, Office of Workforce Information Services, lists nursing as the 11th occupation gaining the most new jobs in Workforce Region 2, Okaloosa and Walton Counties.
- The College also notes that the “statewide need for nurses is compounded further by a critical shortage of nursing instructors.” The Florida Agency for Workforce Innovation projects an annual increase of 2.54% in openings for nursing instructors. Compared with an annual increase of 2.94% for registered nurses, a shortage of nursing instructors seems to be evidenced.

3. Is the need driven by proven student demand?

- The College surveyed 100 associate degree nurses between Fall 2001 and Summer 2002 concerning their desire to pursue the BSN. Seventy percent of those surveyed indicated a desire to complete the BSN degree.

- As part of the research supporting the College's application for approval of its ADN program by the Florida Board of Nursing, OWCC surveyed 1,612 RNs in its service area. Of the respondents, over 300 indicated an interest in pursuing the BSN degree. The number of respondents was not provided.
- The College estimates an initial enrollment of 24 students in 2004-2005. The fifth-year 2008-2009 projected enrollment is 48 students enrolled and 18 program graduates.

4a. Has employer demand exceeded supply?

4b. Is need expected to exceed supply for the next five years?

- Yes. In May of 2000, as part of its A.D.N. approval process, the College conducted surveys of the following healthcare providers in its district.
 - Fort Walton Beach Medical Center
 - Healthmark Regional Medical Center
 - North Okaloosa Medical Center
 - Twin Cities Hospital
 - All nursing homes in the district
 - All Home Health and Hospice organizations in the district
 - A random sample of local physicians
- Results of the survey indicated an existing need for 151 nurses in Okaloosa and Walton Counties and a projected five-year growth to 551.
- According to the College, "Employer demand in the College's district has exceeded supply for the last five years by more than 90 positions. These 90 positions are verified by and documented in the survey results from medical centers, hospitals, nursing homes, home health and Hospice organizations, and local physicians."
- Labor market statistical data from the Florida Agency for Workforce Innovation's Office of Workforce Information Services confirms a statewide and local demand for registered nurses.
- However, in its function as a capstone RN to BSN course of study, the proposed program upgrades the education of existing RNs with ADN degrees and thus does not actually increase the supply of registered nurses.

5. Is the need primarily related to programmatic content, nature of delivery system, or other?

- The College states that the need for the proposed program is directly related to five primary factors: 1) workforce demand; 2) increased local demand for health care services; 3) programmatic content, 4) student demand; and 5) instructional format and delivery options.
- With regard to programmatic content, the College states that “The skills and content included in this B.S.N. program are designed to address not only the traditional critical thinking and higher order clinical skills expected of the B.S.N. graduate, but also the nursing specialty areas of adult critical care and stepdown and telemetry. According to the October 2002 FHA Study, these are the two areas most commonly cited by hospitals as presenting severe nursing shortages.”
- The College also states that the program will be based upon OWCC’s tradition of flexible scheduling, a necessity for many of the students who would be employed in the hospital setting working lengthy shifts and variable hours.
- See **Appendix A** for a statement of position on behalf of Florida Atlantic University. FAU suggests that other methods of delivery may be more direct and effective in addressing the nursing shortage in Florida. FAU notes that there are existing programs in the State, such as the FAU program, which offer the nursing component of the RN-BSN program totally online.

SUMMARY

OWCC proposes a Bachelor of Science in Nursing degree which current RNs who wish to pursue baccalaureate studies. The Florida Hospital Association reports in its Data Brief: Nursing Facts in Florida that the percentage of registered nurse vacant positions increased to 15% in 2001. With 8,400 positions reported as vacant, Florida is experiencing the largest RN shortage since 1988. According to the College, “Employer demand in the College’s district has exceeded supply for the last five years by more than 90 positions. These 90 positions are verified by and documented in the survey results from medical centers, hospitals, nursing homes, home health and Hospice organizations, and local physicians.” However, in its function as a capstone RN to BSN course of study, the proposed program upgrades the education of existing RNs with ADN degrees and thus does not actually increase the supply of registered nurses.

ISSUE 2: POTENTIAL IMPACT

6. What impact would the program have on the current mission of the institution?

- The addition of the proposed program would considerably expand the mission of the College by including baccalaureate education in its repertoire of degree offerings. The College concludes that “Although this presents a significant change in the eyes of the SACS Commission on Colleges, it represents a natural progression for OWCC.”
- The position of the SACS Commission on Colleges is a salient one, however, with regard to program approval. For example, the proposed baccalaureate degree in Secondary Education approved by the Florida Board of Education in June 2002 at Chipola Junior College was recently denied SACS accreditation due to inadequate library facilities. As a result, the College was forced to request additional funding beyond the original proposal to fulfill SACS accreditation requirements.
- Further, the traditional mission of community colleges includes transfer, remediation, technical training, and continuing education. The recent movement toward community colleges offering baccalaureate education should therefore be examined within the context of the overarching mission of community colleges to assess the impact of offering the proposed program on the institution’s guiding principles.

7. What percentage of supply/demand gap is covered by the program?

- A precise percentage cannot be calculated given the nature of data constraints. The College states that when fully implemented, the program should make significant strides toward increasing the supply of individuals qualified to fill existing and new openings projected for nurses.
- The College also states, “Given the tremendous statewide need for additional nurses, the contribution to filling that gap would be small. With a possible program expansion after five years, the impact would increase.” However, because the program represents an upgrade in the education of existing RNs, the real number of nurses will not increase as a result of the program.

8. Will program be of necessary quality associated with baccalaureate degree?

- a. Faculty- Per SACS requirements, at least 25% of the program instruction at the upper division level will be provided by faculty members with doctorates in the field. Additional instruction will be provided by qualified faculty already teaching at the College and newly recruited associate (part-time) faculty members. The College enjoys an excellent relationship with the local health care community—especially the Fort Walton Beach Medical Center—and has been able to coordinate the use of

qualified hospital professionals as associate instructors for the A.D.N. program. Indeed, through a cooperative agreement, the Medical Center currently provides funding for seven part-time instructors and assists in recruiting potential part-time faculty members.

- b. The College plans to hire two additional full-time, faculty members for the program. The new faculty members, one of whom will be qualified at the doctoral level will assume the lead role in program instruction, curriculum development, and academic advising, mirroring the workload and job duties of existing College faculty. One new faculty member will be hired the first year and a second added in year two.
- c. Facilities-The College states that its existing facilities can accommodate the proposed program.
- d. Curriculum-The College has developed a draft curriculum addressing course content, prerequisites, admissions and graduation requirements, scheduling issues, and academic support services for the proposed program.
- e. Prerequisites- Program prerequisites were determined after reviewing other similar programs in Florida and the Southeast. All admission requirements and prerequisites are consistent with those of other Florida A.S. to B.S. programs in the nursing area.
- f. Standards of Field- According to the College, the proposed B.S.N. curriculum will meet or exceed all applicable standards established by the Florida Board of Nursing and the American Nurses Association.

9. Will program increase access or redistribute applicants?

- Redistribute. The University of West Florida (UWF) has already planned to expand its existing baccalaureate program to the Okaloosa and Walton county areas by Fall 2004. See **Issue 3, Use of Resources**, below.

10. Will program have adverse impact on public or independent providers?

- Adverse. The proposed program and the program to be offered by UWF would draw enrollment from the same applicant pool.

SUMMARY

The addition of the proposed BAS program to the College's degree offerings will precipitate a significant shift in the mission of the College. OWCC has included in its proposal numerous mechanisms to ensure quality in the proposed program and states that its current facilities can accommodate the proposed program. The University of West Florida (UWF) has already planned to expand its existing baccalaureate program to the Okaloosa and Walton county areas by Fall 2004.

ISSUE 3: USE OF RESOURCES

11. Are there other programs within commuting distance with unused capacity?

- Yes. The University of West Florida (UWF) has already planned to expand its existing baccalaureate program to the Okaloosa and Walton county areas by Fall 2004 and, according to UWF, has the support of the major regional medical centers. See **Appendix B** for correspondence from University of West Florida Administration.

12. Is there a cooperative program currently in place?

- Yes. UWF has a four-year nursing program with articulation with OWCC.

13. Has a cooperative program been proposed?

- Yes. UWF plans to extend its four-year nursing program to the OWCC service area in Fall 2004. UWF and the College are currently planning to offer the degree cooperatively.

14. Does the proposed program duplicate other programs currently within commuting distance or through distance learning?

- Yes. Online BSN programs are available through the State University System and the independent sector.

15. Are there issues related to access/articulation that if resolved would preclude need for the proposed program?

- Yes. According to the Florida Board of Nursing, OWCC currently has provisional approval from the FBN for their Associate Degree in Nursing program. This provisional approval will become permanent if the upcoming graduating class achieves a satisfactory passing rate on the NCLEX examination. The Florida Board of Nursing suggests that it might be more appropriate for OWCC to have their ADN program well established before extending their educational scope. Thus, the proposal of a BSN is premature at this time. See **Appendix C**.

SUMMARY

The College and The University of West Florida (UWF) are currently planning to offer the BSN cooperatively by Fall 2004. The OWCC ADN program currently has only provisional approval from the Florida Board of Nurses. The FBN suggested that it might be more appropriate for OWCC to have their ADN program well established before expanding to the BSN.

ISSUE 4: IMPLEMENTATION

16. Does proposal address steps necessary for accreditation?

- Yes. The College has developed an accreditation plan and concomitant timeline for review by SACS and the Florida Board of Nursing.

17. Is the planned process for inclusion of the proposed program's enrollment into the College's registration, information, and cost accounting systems delineated?

- Yes. Key dimensions of these administrative mechanisms are identified in the proposal.

SUMMARY

The College has developed an accreditation plan and concomitant timeline for review by SACS and the Florida Board of Nursing. The College has also devoted planning efforts relative to including the proposed program in current administrative and financial mechanisms.

ISSUE 5: ACCOUNTABILITY

18. Is the program 120 hours in length

- Yes.

19. Does the program comply with common prerequisites?

- According to the College, "The curriculum is modeled after Florida's A.S. to B.S. in Nursing and was designed from the beginning to comply with state law and regulation. Specifically, the program reflects the appropriate mix of upper and lower division courses, the required thirty-six general education credits, completion of the A.D.N., current RN licensure, 120 hours for completion and the traditional GPA standards. All courses were designed after review of existing course profiles in the Florida State Common Course Numbering System (SCNS) and final syllabi will be submitted to the SCNS for review and assignment of course numbers."

20. Will the program be limited access?

- No. However, the program will accept eligible applicants until capacity is reached.

21. Proposed admissions requirements

- Completion of an AS or AA degree in nursing with at least 18 semester hours in transferable general education courses and completion of the standard Florida foreign language upper division admission requirement.
- Minimum cumulative GPA of 2.0 on a 4.0 scale.

SUMMARY

The proposed program curricular and admissions requirements appear to comport with contemporary State of Florida regulations and the requirements of the Florida Board of Nursing. The program is 120 hours in length and is not limited access.

ISSUE 6: COST EFFECTIVENESS

22. Is the incremental cost (including capital outlay) to the State less than other available options? Is the cost to the student less than with other available alternatives?

- SUS (Upper Level/Credit Hour-2001 Exp. Analysis): \$205
- SUS (\$205 x 720 SCH): \$147,600
- SUS (Cost per FTE, Year 2, 18 FTE) \$8,200

- Independent Institutions (FRAG 2002-2003): \$2,686

- OWCC Total Projected Cost (Year 1) : \$150,000
- OWCC Total Requested Funds (Year 2)*: \$119,214
- OWCC Total Projected FTE (Assumes 40 hours): 18 FTE
- OWCC Cost to State per FTE (Year 2): \$6,623
- OWCC Cost to State per SCH (Year 2): \$166

* The College requests \$150,000 in Year 1. No student enrollment is planned in the initial year, thus FTE and SCH calculations are inapplicable.

- The College notes that no new facilities or renovation costs will be required to implement the new program.

23. Is the cost to the students less than available alternatives?

- OWCC (tuition per credit hour) - \$42.43
- SUS (average matriculation per credit hour) - \$58.45
- Independent Institutions (average tuition per credit hour) - \$469.10

APPENDIX A
STATEMENT OF POSITION
FLORIDA ATLANTIC UNIVERSITY

-----Original Message-----

From: Norman Kaufman [mailto:nkaufman@fau.edu]
Sent: Wednesday, February 19, 2003 9:58 AM
To: PROCTOR.BILL
Cc: rlo; kenj; boykina@fau.edu; 'David Mann'
Subject: Okaloosa-Walton CC ADN-to-BSN proposal

Dr. Bill Proctor
Executive Director
Council for Education Policy, Research and Improvement
Room 574, West Madison Street
Tallahassee, Florida 32399-1400

Dear Dr. Proctor:

I am responding on behalf of Florida Atlantic University at the request of Interim President Osburn and Provost Jessell to your request for comments on the ADN-to-BSN program in nursing proposal submitted by Okaloosa-Walton Community College. This response was prepared primarily by Dr. Anne Boykin, Dean, Christine E. Lynn College of Nursing, who provided the detail on current nursing practice.

While we found the proposal to be extremely clear and well-prepared, it appears to us that the facts presented in the proposal suggest that other educational approaches may be more direct and effective in addressing the shortage of nurses in the State of Florida. As we understand it, the proposed program won't actually increase the supply of nurses. As an RN-to-BSN track, it upgrades the education and training of existing RNs and while the BSN upgrade may be important to practice in selected settings, it merely shifts the location of the nursing deficit. Furthermore, as noted below, the creation of new programs exacerbates the related problem of a shortage of nursing faculty.

The proposal addresses the development and implementation of an RN-BSN program and states such a program will "reduce the supply demand gap statewide." A more direct response to the issue of the critical nursing shortage would be to prepare new registered nurses. Although there is certainly a need for nurses to advance their education, the proposed program is not a response to the crisis of the nursing shortage and will not impact the work shortage issue. These nurses are already a part of the workforce.

There are existing programs in the State, such as ours at Florida Atlantic University, which offer the nursing component of the RN-BSN program totally online. Nurses from anywhere may enroll in this program. There is capacity in existing programs to accommodate RN students desiring to advance their education. It would seem much more cost-effective for the State to support existing RN-BSN programs which can respond to this need rather than to create another such program. Throughout the nation, nursing schools are facing a dire shortage of nursing faculty. It appears in the best

interest of nursing to funnel the ADN graduates to existing BSN programs rather than further drain faculty resources. (This proposal acknowledges on pp. 13 and 33 the challenges of faculty recruitment.)

It is our experience with the RN-BSN program at Florida Atlantic University that arrangements for preceptorships at a distant site are easily handled. Because these students are already registered nurses, there are no issues related to accreditation as long as the program plan and rationale are strong.

An important conceptual issue is that baccalaureate graduates must be prepared for multi-faceted roles. The American Association of Colleges of Nursing has disseminated a document entitled, The Essentials of Baccalaureate Education. It is clearly articulated that the focus of this level nursing education is on preparing a generalist who can practice in a variety of settings and to build on knowledge of the discipline. The curriculum proposed by Okaloosa-Walton Community College states that it is “designed to focus on skills associated with nursing duties in the critical care and stepdown and telemetry functions.” We would be concerned about the integrity of this program offering in the context of the disciplinary guidelines and especially as it relates to preparing nurses to capable of alleviating shortages in numerous and multiple settings. The proposed narrow focus that would make a small program manageable may not serve the best interests of potential students in terms of their longer term job preparedness.

We appreciate the opportunity to comment on this proposed program, but given the complexities of the nursing shortage, we would suggest that resources could be used more effectively in expanding enrollments at all levels and thus increasing the numbers of RN graduates available for employment. As indicated above, Florida Atlantic University would certainly be willing to collaborate on distance-learning approaches that could serve geographically-dispersed RN-to-BSN program enrollees.

Norman Kaufman
Associate Provost
Florida Atlantic University
(561) 297-3061
(561) 297-3942 fax

APPENDIX B
CORRESPONDENCE WITH UNIVERSITY OF WEST FLORIDA

-----Original Message-----

From: John Cavanaugh [mailto:jcavanaugh@uwf.edu]

Sent: Thursday, February 13, 2003 9:29 PM

To: PROCTOR.BILL

Cc: Parks Dimsdale; wlittle@uwf.edu; 'Harold White'; 'Janice Gilley'

Subject: RE: Baccalaureate Degree Request from Okaloosa-Walton Community College

Dear Bill,

Thank you for your request for comment concerning the OWCC proposal concerning nursing. We will be forwarding to you a strong objection to this proposal on several grounds, including:

- UWF has a four-year nursing program with articulation with OWCC
- UWF was never contacted by OWCC administrators during their planning process despite this agreement and close working relationship between the faculties
- UWF has already planned to expand its existing baccalaureate program to the Okaloosa and Walton county areas by fall 2004
- UWF's program has the very strong support of the major regional medical centers

As noted, we will be filing a more detailed response very soon. We appreciate this opportunity to provide more information about our own baccalaureate degree program and our planned expansion. We firmly believe that UWF can more than meet the needs of students in Okaloosa and Walton counties without a four-year program being developed at OWCC.

John C. Cavanaugh, President
Office of the President
University of West Florida
11000 University Parkway
Pensacola, FL 32514-5750

Phone: (850) 474-2200

Fax: (850) 474-3131

Email: jcavanaugh@uwf.edu

-----Original Message-----

From: John Cavanaugh [mailto:jcavanaugh@uwf.edu]

Sent: Tuesday, February 25, 2003 5:15 PM

To: PROCTOR.BILL

Subject: RE: OWCC Baccalaureate proposals

Dear Bill,

President Richburg and I have had several conversations since last week about working on a cooperative nursing program. I have expressed my very strong support for this approach rather than a competitive one. Additionally, Dean Wes Little (Interim Dean of Arts & Sciences at UWF, the college that houses the nursing program) will be meeting with Dr. Jill White (Provost of OWCC) on March 4 to work on more details. We also have meetings scheduled with Mr. Wayne Campbell of the medical center in Fort Walton Beach (on March 11), among other hospitals, to discuss clinical sites for UWF students. President Richburg and I each committed to the other this afternoon that we would do everything possible to create a cooperative program rather than a competitive one.

In sum, I strongly believe that a cooperative program would be quite strong academically, serve the students better, and further the ability to meet the need for nurses in Florida. A multi-track approach such as we are building at UWF, already in strong partnership with Pensacola Junior College and all the medical centers in Pensacola, that could be extended in partnership to OWCC is, in my judgment, the best alternative. I remain fully committed to doing everything possible to make that a reality.

I would be pleased to provide any additional information you need. I appreciate your assistance in this matter.

John

John C. Cavanaugh, President
Office of the President
University of West Florida
11000 University Parkway
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APPENDIX C
STATEMENT OF POSITION
FLORIDA BOARD OF NURSES

From: [Rebecca Keaton@doh.state.fl.us](mailto:Rebecca_Keaton@doh.state.fl.us)
To: melear.kerry@leg.state.fl.us
Subject: OWCC proposed BSN program...
Date: Thur 2-27-03 12:42pm

A bachelor's degree is not required to be a critical care nurse or a nurse in a step-down unit. Both these positions would involve telemetry as a part of the job responsibility. Most nursing positions do not differentiate between nurses with an associate degree or a bachelor's degree. If a nurse wishes to become nationally certified in a specialty area such as critical care, obstetrics, etc. she/he must have a bachelor's degree. The Board of Nursing does not require or recognize certification except at the Master's degree level.

Okaloosa-Walton Community College currently has provisional approval from the Board of Nursing for their ADN program. This provisional approval will become permanent if their nursing class graduating in April or May has a satisfactory passing rate on the NCLEX exam. It might, therefore, be more appropriate for the community college to have their ADN program well established before extending their educational scope.

I am not aware that bachelor's degree programs are providing specialization. Specialization usually occurs in a master's level program as an advanced registered nurse practitioner or in nursing education, administration, etc. Nurses in the ADN to BSN program have self-directed clinical hours as a requirement to complete the program; they may choose a particular area in which to do these hours according to the school's requirements.

There is an overall severe nursing shortage in Florida. That includes nurses at all levels, undergraduate and graduate as well as licensed practical nurses. While many in the nursing field are encouraging nurses to obtain their bachelor's degrees, associate degree nurses returning to school to obtain bachelor's degrees does not increase the actual numbers of nurses.

There are several universities in Florida that offer online courses enabling nurses with an associate degree to obtain a bachelor's degree. The two with which I am familiar are Florida State University and Jacksonville University.

The Board of Nursing does not have to approve this program since it does not affect licensure. Nursing programs can be accredited by either the AACN or the National League for Nursing.

If I can be of further assistance, please feel to contact me.

Rebecca Keaton, RN, MSN, MPH
Education Director
Florida Board of Nursing

-----Original Message-----

From: MELEAR.KERRY [mailto:MELEAR.KERRY@leg.state.fl.us]
Sent: Thursday, February 27, 2003 10:06 AM
To: 'rebecca_keaton@doh.state.fl.us'
Subject: OWCC proposed BSN program...

Dr. Keaton:

I hope this finds you doing well.

As the Education Director for the Florida Board of Nursing, could you please address the following issue?

Okaloosa-Walton Community College is proposing a BSN program. This program will include a special focus on the skills associated with critical care, telemetry, and step-down.

Is a bachelor's degree required to perform these duties?

Is this an appropriate area of emphasis for baccalaureate nursing education?

Is the shortage in these areas due to a lack of nurses qualified to perform these duties or due to the shortage of nurses in general?

Are there other options more suitable for baccalaureate nursing education, such as online delivery programs?

Your assistance in our analysis process is most appreciated.

Best regards...

KBM

Kerry Brian Melear, Ph.D.
Policy Analyst
The Florida Legislature
Council for Education Policy Research & Improvement
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APPENDIX D
CORRESPONDENCE WITH DR. WILLIAM L. PROCTOR,
STATE BOARD OF EDUCATION



FLORIDA DEPARTMENT OF EDUCATION

STATE BOARD OF EDUCATION

F. PHILIP HANDY, *Chairman*

Members
SALLY BRADSHAW

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CHARLES PATRICK GARCÍA

JULIA L. JOHNSON

WILLIAM L. PROCTOR, PH.D.

JIM HORNE
Commissioner of Education

January 28, 2003



Dr. William B. Proctor
Executive Director
CEPRI
574 Pepper Building
111 West Madison Street
Tallahassee, Florida 32399-1400

Dear Bill:

Mikey Bestebreurtje forwarded your kind invitation to the meeting with Dr. John Porter. As a member of the Jacksonville City Council Education Task Force, I had the opportunity to hear Dr. Porter and to engage in an extended question and answer period.

I inquired as to the merits of converting community colleges into four-year institutions. You will find his response to be of interest. You may wish to pursue this matter.

Cordially,

William L. Proctor, Ph.D.

WLP/dmb

Enclosure

cc: Commissioner Jim Horne

LARRY D. WOOD, PH.D.
Chief Operating Officer

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1 And I guess what I would say to you is you
2 need to find whatever that catalyst is here in
3 this region. I mean, you got plenty of
4 choices. I don't want to give you -- you know
5 that better than I do, but there has to be a --
6 there's got to be a vision, a common vision that
7 we're going to become something better and --
8 not just to deal with the problem.

9 But what Denmark did and Scotland did, they
10 painted a vision of what they were going to
11 become. So it wasn't "poor us" and "we're going
12 to be just like Bolivia," or "look at our
13 dropout rates," or whatever. They told a story
14 of what they were going to become like, and so
15 it became a vision that they rallied behind,
16 that everybody got excited. And the educators,
17 the people that dealt with education, then, were
18 part of that. They said, "Well, our part of
19 that is we've got to change the education system
20 around."

21 MR. DANIELS: The parallel here may be that
22 about four years ago Ginger set about to define
23 for us what kind of community we are, and we're
24 rapidly becoming that third-world community
25 because our growth and our economic well being

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1 is not keeping pace with what surrounding
2 counties are doing or what the rest of the
3 states are doing. So maybe that's a point that
4 we ought to go back to.

5 THE CHAIRWOMAN: You're referring to the
6 per capita income issue that I raised as a
7 concern?

8 MR. DANIELS: Yeah.

9 But my sense is that we are -- we're crisis
10 driven in this country and in this community,
11 and I just wondered if there was a parallel
12 with --

13 DR. PORTER: Well, what I would say to you,
14 what I helped Columbus, Ohio do and a couple
15 other regions is create a crisis. And I don't
16 mean -- I mean that half teasing and half
17 serious.

18 In other words, take the information you
19 have, get the stakeholders together, hold a
20 press conference like Columbus did, and say we
21 have a choice. We're either going to go down
22 this road or we're going to go up this road.
23 Okay? And as a community of leaders and
24 stakeholders, we choose not to go the low road.
25 Because Columbus is exactly where you were

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1 three years ago, and now everybody has a new
2 vision of what they're going to be in education,
3 workforce development, the economy.

4 Can you imagine -- just think of what
5 companies, industries, the kind of businesses
6 that would keep the environmental -- and by the
7 way, you have a wonderful -- the one strength
8 you have, which I hope you never lose fact of,
9 is this is a beautiful place. You may not --
10 you may take that for granted. When I fly in, I
11 see it. It's a beautiful place to live. So
12 your environment you want to protect. That
13 doesn't mean you can't have some growth. I'm
14 just saying that's one of the things you should
15 value.

16 But think of what would happen if you had a
17 reputation as a region to have every student,
18 every youth read at grade level and have 30 to
19 40 career academies all in five or six major
20 industries.

21 I know companies right now -- I work with
22 several national manufacturing organizations and
23 industry groups. There are companies that would
24 move in here if they knew what kind of -- if
25 they knew there was a pipeline of high-quality

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1 adults and youth that came out with good skills,
2 you would have people knocking at your door.

3 And so what I'm saying is create your own
4 context, create your own rallying point, have a
5 vision of what you can become. And have people
6 want to come here, have people want to come to
7 your region because this is a place where kids
8 read well. This is a place where there is less
9 than a true low dropout rate. This is a place
10 when students leave high school as young adults
11 they have a choice to go into a career or go to
12 the university. This is a place where the
13 health and the way families deal with health,
14 both physical and emotional, are dealt with
15 effectively. You know, establish your
16 beachheads and get a reputation.

17 Don't take a whole bunch of things. Take
18 three things maybe, three things. You're going
19 to be better than anybody. And then the Chamber
20 can charge a fee for other communities that come
21 and visit you. You can even raise money to have
22 people study you.

23 THE CHAIRWOMAN: Dr. Proctor, you have
24 another question.

25 DR. PROCTOR: I want to return a minute to

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1 your comment on the challenge to the community
2 college. You listed two specific missions.
3 We have a -- kind of a development here in
4 Florida that troubles me a bit, and that is
5 because of the teacher shortage and the shortage
6 in nursing and information technology and also
7 because of the concern over the percentage of
8 our population that has baccalaureate degrees,
9 that we are beginning to move some of our
10 community colleges into positions where they
11 offer baccalaureate degrees.
12 My concern is -- my experience tells me
13 that most institutions focus their attention and
14 their resources at the highest degree level they
15 can offer. Research universities don't focus on
16 freshmen undergraduate instruction.
17 Have you seen that develop anywhere and do
18 you have any thoughts on it?
19 DR. PORTER: The only place I've seen that
20 is in Vermont. And I would warn you to not go
21 down that road. If that's true, I think that's
22 a huge mistake and I think the community college
23 will end up paying for it first.
24 I think the community college is a -- the
25 way -- the idea of the community college, when

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1 it was developed, has a real purpose and a real
2 need in our society right now, more than ever,
3 more than ever.
4 And what I see across the country is
5 they're losing their vision and they're just
6 grabbing right and left any little pocket of
7 thing they can get ahold of. And I think that's
8 a terrible mistake.
9 And again, I do not -- I'm not referring to
10 what the community college here is doing because
11 I really don't -- I just started to get to know
12 them as a client. But I'm saying across the
13 country that is a huge problem, and I've seen
14 that happen and you will lose -- you lose your
15 focus. I would say the same thing about K-12
16 and I would say the same thing about the
17 university system, is don't lose your focus.
18 THE CHAIRWOMAN: Okay. Thank you.
19 Real quickly, Susan.
20 MS. LEHR: One last thing with regards
21 to -- you're probably aware that we passed the
22 constitutional amendment on class size?
23 DR. PORTER: Yes.
24 MS. LEHR: Big problem here to solve.
25 DR. PORTER: Right.

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1 MS. LEHR: And in terms of the career
2 academies, I was wondering if you could comment
3 on the idea of partnering with the community
4 colleges, for the community college system to
5 offer some of the technical education which
6 would free up the school districts to be more
7 mission central.
8 DR. PORTER: Well, one of the things when
9 you -- again, when you get to a new form of
10 governance and you really get excited about
11 doing something well, one of the things you stop
12 doing is duplication. Everybody puts on the
13 table what they do well.
14 Schools, public schools do not do family
15 integration services well. Does that mean they
16 shouldn't be involved? No. What Kentucky did,
17 what Scotland does, what Denmark does is every
18 school has a family center staffed by people who
19 know what to do. But the school becomes a
20 catalyst.
21 The same with the community college and
22 high schools. High schools should not duplicate
23 workforce development, technical training,
24 equipment things that the community colleges
25 already have.

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1 Now, that doesn't mean you don't have
2 technology in high schools. It doesn't mean you
3 don't have -- but you don't have the duplication
4 of it. The students may be exposed to one level
5 of it in the high school and get level two and
6 three at the community college.
7 So in the IT context, let's say an IT
8 program, the students would have some basic
9 courses at the high school, but anything that
10 gets into specific programming at very high
11 levels should not -- the high schools need to
12 put their money into making sure every student
13 reads and writes well and has three levels of
14 mathematics before they leave high school, even
15 if they're never going to go to the University
16 of Miami.
17 The new basic math out of secondary schools
18 is algebra II. That's the new basic math,
19 applied knowledge of algebra II. When I see a
20 high school that offers consumer math and all
21 these other Mickey Mouse math classes, what
22 they're telling that student is we don't believe
23 that you're a national or a county or a district
24 treasure; we don't believe you're going to think
25 for a living; we don't believe you're going to

APPENDIX E

STATEMENT FROM FLORIDA ASSOCIATION OF COLLEGES OF NURSING