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# **JUNCTURE OF CHANGE**

## **A BOLD MISSION DEMANDS A BOLD INVESTMENT**

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**The Florida Community College Council of Presidents  
Presentations to  
The Florida Taxation and Budget Reform Commission  
August 1, 2007**



# AGENDA

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**Subcommittee on Taxation and Budget Reform**  
**Wednesday, August 1, 2007**  
**9 a.m. – 3 p.m.**  
**Hyatt Regency Orlando International Airport**  
**North Side Main Floor, 4th Level**  
**Schiphol Ben Gurion Room**  
**Orlando, Florida**

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**Introduction and Overview**

**Jackson N. Sasser**  
Chair, Council of Presidents and  
President, Santa Fe Community College

**Demographic Trends**

**Sanford C. Shugart**  
President, Valencia Community College

**Community Colleges' Strategic Plan**

**J. David Armstrong, Jr.**  
President, Broward Community College

**Open Door to all Florida Citizens**

**Gwendolyn W. Stephenson**  
President, Hillsborough Community College

**Meeting Critical Baccalaureate Needs**

**Edwin R. Massey**  
President, Indian River Community College

**High School to College and the Workforce**

**Charles R. Mojock**  
President, Lake-Sumter Community College

**A Bold Mission Demands a Bold Investment**

**Supplemental Local Revenue**

**Eduardo J. Padron**  
President, Miami Dade College

**Dedication of Casino Lottery Funds**

**Sanford C. Shugart**

**100 Million Dollars Per Year For 10 Years**

**J. David Armstrong, Jr.**

**Tuition Plan**

**Charles R. Mojock**

**Community Colleges Recommit to Serving Florida**

**Jackson N. Sasser**

**Resolution Adopted by Council of Presidents**

**Council of Presidents Directory**

**Florida Community College Council of Presidents  
Presentation on Access and the Open Door to the  
Florida Taxation and Budget Reform Commission  
August 1, 2007  
Dr. Jackson N. Sasser  
President, Santa Fe Community College**

The reasons for Florida's community colleges are just as compelling today as they were when the modern system was brought into being 50 years ago: Access, the open door, egalitarianism, economic development and social tranquility.

Community colleges are the economic engine for the state. This was confirmed in the early 1990s when the Florida Legislature added economic development to the community college mission.

- Accountability was assured when community colleges were the first education system in Florida to implement performance based funding.
- Various laws in the late 1990s created the workforce development system we have today that educates residents for "high wage-high demand" jobs.

Florida's return on investment in its community colleges is indisputable.

- 60 percent of job growth in Florida through 2010 requires higher education but not a bachelor's degree, whereas 25 percent requires a bachelor's degree.
- Solely because of community colleges, the gross state product will increase \$13 billion through 2043.
- There is a direct return of \$1.40 for every \$1 invested in Florida community colleges. That figure rises to \$2.2 to \$1 when the multiplier effect is considered.

Community colleges have the broadest mission of any education system.

- OPPAGA (Office of Program Policy Analysis and Government Accountability), Florida's governmental efficiency arm, states that community colleges are to provide programs for university transfer, college prep, adult basic education, workforce education and career instruction.
- The open door policy enables community colleges to accept students who were denied admission to state universities.
- The state has directed community colleges to enter public-private partnerships that enhance economic development so all citizens may enter the workforce.
- The reach of community colleges is extended with public, state and federal grant programs that serve veterans, citizens for whom English is a second language, displaced homemakers, and the economically or educationally disadvantaged.

Community colleges implement a social compact that provides the majority of Floridians with the opportunity for a higher education and place in the economic and civic life of the state.

- There are 850,000-900,000 community college students in Florida. Among them are the largest percent ages of Hispanic and African Americans at a time when Spanish is the first language spoken in 17 percent of Florida homes.
- The state and nation are bound together not only by shared values such as freedom and democracy. As important is the opportunity for diverse peoples to become stakeholders in our economic and community way of life.

**Florida Community College Council of Presidents  
Presentation on Enrollment Growth to the  
Florida Taxation and Budget Reform Commission  
August 1, 2007  
Dr. Sanford C. Shugart  
President, Valencia Community College**

**Continued population growth, expanding workforce needs and improvements in the educational pipeline are poised to dramatically increase the demand for postsecondary education in Florida over the coming decade.**

- The Florida public high school graduation rate increased by over 10 percentage points during the last decade while the postsecondary continuation rate of Florida's public high school graduates increased at an average annual rate of over two percent between 1998 and 2003.
- The State University System projects that undergraduate enrollment could increase by as much as 40,000 students over the next seven years.
- Combined, Florida's Community College and State University System could experience extraordinary growth in the demand for freshman seats over the next decade, assuming present trends in high school graduation and postsecondary continuation rates continue.

**Large numbers of tomorrow's college-going students are likely to be ...**

- |   |                              |
|---|------------------------------|
| • In the Ethnic Minority                | • Geographically Place-Bound |
| • First in the Family to Attend College | • Sensitive to Affordability |
| • Working While Schooling               | • Older and Younger          |

**The growth expected in community college enrollments will be ...**

- Concentrated in urban epicenters, particularly the Southeast and Central regions of Florida.
- Magnified by any downturn in the economy. **AS THE ECONOMY SOFTENS, COMMUNITY COLLEGE ENROLLMENTS INCREASE.**

**Providing the capacity to serve the increasing numbers of college aspirants represents an important stimulus to creating a high-wage economy, because...**

- The number of new jobs, particularly those requiring a college education, will outstrip available supply for the foreseeable future as growth in the labor market continues to decline. Thus...
- Regions that can produce large numbers of high-skill workers will be able to attract high-value jobs.

**The most efficient way to produce this capacity is via Florida's Community College System.**

- In 2005-06, the operating cost per full-time equivalent student in the FCCS was approximately \$5,000/ FTE compared to over \$9,000/FTE for undergraduates in the SUS.

**Therefore, the Highest Priority for the State and its Economy is to Implement a Policy of Capacity Building in the Community College System.**

**Florida Community College Council of Presidents**  
**Presentation on Strategic Goals for Florida's Community Colleges to the**  
**Florida Taxation and Budget Reform Commission**  
**August 1, 2007**  
**J. David Armstrong, Jr.**  
**President, Broward Community College**

The Florida Community College System has eight strategic goals which promote and support the community college mission and the economic well-being of the state of Florida:

- Ensure open-door access and student success
- Vitalize communities by enhancing workforce development programs in community-specific need areas
- Align baccalaureate expansion policy with our commitment to meeting unmet community economic and educational needs
- Advocate for Community College funding which meets growth/capacity needs
- Maintain a low-tuition policy that supports access
- Implement a facilities development plan that ensures capacity meets student demand and protects our facilities investment
- Enhance learning and student services through expanded use of emerging technologies
- Expand leadership and professional development opportunities

**Florida Community College Council of Presidents  
Presentation on Access and the Open Door to the  
Florida Taxation and Budget Reform Commission  
August 1, 2007**

**Dr. Gwendolyn W. Stephenson  
President, Hillsborough Community College**

***A Portal to Higher Education***

- The Florida Community College System enrolls nearly 800,000 students of which one-third are in programs to prepare students to transfer to a 4-year college or university.
- Thirty-eight percent (38%) of all students receiving baccalaureate degrees by the university system were first graduates or transfers from the community college system.
- Seventy-nine percent (79%) of minority students served by public colleges and universities in Florida are enrolled in community colleges within the freshman and sophomore levels.

***Student Success for All***

- While the exact percentages vary by term and year, approximately two-thirds of an entering community college class require remedial education to prepare them for college-level work.
- Four of Florida's institutions (Broward, Hillsborough, Tallahassee, Valencia) were selected to participate in the initial phase of a five-year project, Achieving the Dream, through the Lumina Foundation that focuses on strategies for success for at-risk groups such as low-income and minority students. Florida is one of nine states participating in the project.
- In fall 2006, Hillsborough Community College (HCC) sponsored the first Black, Brown & College Bound Summit featuring national experts and educational leaders in discussions on solution-based strategies to help high schools, colleges and universities increase the enrollment and persistence rates of African-American and Hispanic male students.

***Financial Aid for Those Most in Need***

- Among 16 southern states, Florida has among the lowest percentages of state financial aid that is need-based at 21% compared to an average of 38% for the south 60% nationwide.
- College Goal Sunday is a statewide initiative for college-bound students and their families to meet with financial aid experts to get one-on-one help completing paperwork to apply for financial aid accurately and on time. In only its second year, all eyes were on Florida as HCC served as the national training site for 26 other states planning College Goal Sunday. A survey of student participants showed that
  - 54% were minority
  - 72% were from low-income households
  - 63% were first-generation students.
- The state recently established a need-based grant program known as the First Generation Matching Grant Program available to degree-seeking residents who demonstrate substantial financial need and whose parents have not earned the baccalaureate degrees. State funds are contingent upon matching contributions from private sources and college foundations on a 1:1 dollar basis. These are non-recurring dollars for scholarships and cannot be used to establish endowments. Almost 60,000 in FTE students have been identified as "first generation" in college.

***A Continued Focus on Outcomes and Economic Enhancement***

- Florida continues to lead the nation in the number of associate degrees granted as well as those awarded to all minorities, African-Americans, and Hispanics. HCC ranks 19th in the country among all colleges in the number of associate degrees awarded.
- An economic impact study in 2003 revealed that for every credit completed, students at Hillsborough Community College (HCC) will, on average, earn \$143 more per year each year they are in the workforce. Alternatively, for every full-time year they attend they will earn an additional \$4,238 per year.
- In a study conducted at HCC, students taking a "College Success" course, designed to prepare students for their college careers, resulted in a higher retention rate in their developmental reading courses (100%) vs. those that did not take the success course (70%).

**Florida Community College Council of Presidents**  
**Presentation on Community College Baccalaureate Programs to the**  
**Florida Taxation and Budget Reform Commission**  
**August 1, 2007**  
**Dr. Edwin R. Massey**  
**President, Indian River Community College**

Responding to community needs is paramount to the mission of Florida Community Colleges. Currently, Florida ranks 46th out of all fifty states in baccalaureate degree production. However, Florida's workforce needs reveal that approximately 20,000 new teachers are needed annually, approximately 41,000 nurses are needed between now and 2011 and increased access for Associate in Science degree students is necessary to advance in business and industry. Our state's population explosion will only result in higher numbers of non-traditional students seeking higher education opportunities.

Throughout the last decade, Florida's K-20 system has developed several unique partnership opportunities designed to expand access to higher education. The State University System and Community Colleges have developed a 2+2 articulation agreement insuring any student who completes an Associates degree will be granted admission into a public, and some private, upper-division institutions. Concurrent and joint use partnerships with public and private institutions have also grown and proven to be very cost-effective methods for increasing access to postsecondary educational programs. The newest initiative to increase this necessary access was the 2001 law authorizing Florida Community Colleges to offer site-based workforce-oriented baccalaureate degree programs.

The 2001 law authorized community colleges "...to further expand access to baccalaureate degree programs." A subsequent clarification of law was passed in 2007 that stated "...a community college may also develop proposals to deliver baccalaureate degree programs in math and science which would prepare graduates to enter a teaching position in math or science." This clarification was prompted by a joint resolution approved by the Florida Board of Governors and the Florida State Board of Education that affirmed Florida Community Colleges as well positioned and capable of helping meet a portion of the unmet need in baccalaureate access. It also focused the community college baccalaureate degrees to the areas of teaching, nursing and Bachelor of Applied Science majors.

Currently, eight community colleges offer baccalaureate degrees in 41 different degree fields. Two additional community colleges are seeking Florida State Board of Education approval to also offer programs.

Within the next year, more than 5,000 individuals will enroll in a Community College Baccalaureate Degree program and an estimated 1,625 degrees are anticipated to be awarded. State funding of \$3,872 per Full Time Equivalent (FTE) represents only 62% of the state university systems cost per FTE in 2006-07, resulting in cost savings to students and the state.

In summary, Florida's system of 28 community colleges represents a vital component and effective element in the economic development of our state and increased quality of life for our citizens. Access to site-based baccalaureate degree programs must be substantially increased to meet the documented need of Florida's non-traditional students and to maximize our competitiveness as a global, knowledge-based economy.

**Florida Community College Council of Presidents  
Presentation on Education Alignment to the  
Florida Taxation and Budget Reform Commission  
August 1, 2007  
Dr. Charles R. Mojock  
President, Lake-Sumter Community College**

**Alignment with Education**

Florida's community colleges are strategically positioned as the linchpin between K-12 and the state universities. As such, the colleges encouraged establishment of the "Go Higher" Task Force comprised of leaders from each sector and the Department of Education to promote secondary to postsecondary access and success. Interaction with the schools is focused upon "Alignment-Assessment-Acceleration" and Articulation with the universities. Student readiness for college is dramatically improved by taking the right kinds of academically rigorous courses that align with college requirements. Current research shows that minimum FCAT scores for a standard high school diploma do not correlate with success on the College Placement Test (CPT), so those students will require remediation to succeed in college. Efforts to improve rigor of high school courses and align assessments will increase college success rates and should be supported.

"Acceleration" refers to programs like Dual Enrollment where students earn college credit while fulfilling high school requirements at the same time. More than 33,000 dual enrollment students each year accelerate their educations at no cost to their families. Research shows that these students are more likely to continue their educations and are more successful in college than those who did not participate in dual enrollment or advanced placement. Incentives to encourage dual enrollment participation should be expanded.

"Alignment" of Florida's community colleges and state universities is grounded in its nationally recognized model 2+2 program. Efforts to preserve the strong collaborative approach to maintaining and strengthening articulation should be supported.

**Alignment with Employers**

Florida's community colleges are also strategically positioned to partner with business and industry in providing the trained workforce needed to build a strong economy. Most of the fastest growing high wage jobs in Florida require a certificate or associate degree. However, the gap between supply of educated workers and demand is expected to grow to 40,000 by 2028 unless proactive steps are taken. Community colleges have been responsive to critical workforce needs, for example by: expanding the supply of Nursing graduates from 2,600 in 2002 to 4,200 in 2006; establishing Alternative Teacher Certification programs that will enroll some 4,800 students in 2007-08; and by enhancing Homeland Security programs where nearly all first responders (police, fire, emergency medical technicians, etc.) are trained.

Community colleges have partnered with the state's targeted high growth industries through BANNER Centers that serve the workforce needs of the manufacturing, aviation, transportation and energy sectors to name a few. Start up costs for workforce programs are considerable and special state grants such as BANNER and SUCCEED should be maintained. Florida's community colleges have made a commitment to increase the proportion of total funding that is based on performance over the next five years. Support for both base funding and performance funding for workforce education should be supported.



**Florida Community College Council of Presidents**  
**Presentation on Policy Considerations for a Local Option to the**  
**Florida Taxation and Budget Reform Commission**  
**August 1, 2007**  
**Dr. Eduardo J. Padron**  
**President, Miami Dade College**

**Introduction**

Investing in education and human capital is the central component of social and economic growth. It is a core value of democracy and essential to the growth of a community. Community Colleges play a vital role in that economic viability and growth through the education and training of a highly skilled workforce.

There are 28 community college districts in Florida. At the creation of Florida's community college system over 50 years ago, it was said that there was a community college within 99 miles of every Floridian. Today, the vibrancy of our local communities is reflected in the richly diverse and talented student body that is a more mature, non-traditional and working taxpayer. The vast array of training programs and degree offerings by community colleges link directly to the demands of a quality workforce by business and industry. According to the U.S. Department of Labor, 80 percent of the new jobs being created today to meet economic market demands require some postsecondary education, if not a two year degree.

**Current Funding**

Community colleges are appropriated state funding, capital outlay (PECO), lottery and general revenue, annually by the Legislature. Student tuition and fees represent 25 percent of the cost of instruction. Other sources of revenue include public/private matching programs, federal grants, and corporate donations.

Unlike the majority of states that achieve a partnership between local and state funding, Florida's community colleges receive no local funding. Community college systems in California, New York, New Jersey, Illinois, Texas and Ohio receive local support ranging from 17 to 45 percent of total funding.

**Challenges Facing Community Colleges**

Sandwiched between the two constitutionally-mandated educational delivery systems, i.e. the K-12 public school system and the state universities, Florida's community colleges struggle to receive the adequate funding required to maintain the high quality expected from its residents. The Community College Program Fund funding formula reveals an index of need to meet minimum funding benchmarks of over \$300 million. Squeezed between the requirements to fund Class Size, Pre-Kindergarten, Medical and Law Schools, Research Programs at Universities, and all the other major initiatives, community colleges will continue to be labeled the "step-child" of education if a new source of revenue is not identified.

**Proposed Amendment**

In light of the fact that community colleges are so integral to the local business and civic fabric of communities across the state, it is proposed that local communities through their County governments be allowed to place a local referendum on the ballot for an ad valorem or a sales tax dedicated to their local community college for a period of up to five years, without first engaging the entire State legislature. Community college districts across the state vary as widely as their local communities. The local community knows what it needs in terms of education and training programs, and should have a right to contribute for the creation and proliferation of such programs.

This would compare to what the other large systems across the country are able to receive from their respective communities. It is sensible and reasonable to allow local communities the option to vote to support their local community college directly. For the State it is a win-win proposition. For business and industry it will provide the most advanced trained workforce. And for the students of Florida it will allow them to progress in their educational careers with the knowledge that they are receiving the finest education and training to become productive members of our society.

**Florida Community College Council of Presidents  
Presentation on Community College Tuition Plan to the  
Florida Taxation and Budget Reform Commission  
August 1, 2007  
Dr. Charles R. Mojock  
President, Lake-Sumter Community College**

Background

Florida's community colleges' success in meeting their core mission of ensuring access to higher education is built upon the pillars of Affordability and Proximity. While financial aid plays a vital role in affordability, two out of three community college students work and attend part-time so they may not be eligible for Pell grants. Since they are paying their own way, cost is a factor in their ability to pursue higher education.

To support the access mission, Florida's policy has been that students should pay 25% of the cost of their education. However, since the 1998-99 academic year, on a per Full-time equivalent (FTE) student basis, student fees have increased 48% while state revenues increased only 18%. Therefore, since 1998-99 when students last paid 25% of the cost, the burden has increased to a state average of 30% in 2006-07 according to Division of Community Colleges data. It should be noted that this figure includes students in programs such as adult education, dual enrollment and apprenticeships which do not charge fees. Therefore, students in associate degree programs actually pay 35% to 40% of the total cost.

Tuition Buy-Down Plan

If the state were to follow the community college strategic plan model of increasing funding \$100 million per year, the colleges would maintain tuition at current levels. This buy down of tuition cost to students with state funds would, in just three years time, result in driving down the student share of cost back to the 25% policy level.

The state funding model for community colleges and state universities is such that the state saves money when students attend a community college for the first two years. Currently, the differential between community college and state university tuition is so slight that it does not provide much financial incentive to students and families. In fact, as research supported by the Lumina Foundation for Education has pointed out, low tuition at more selective public universities "serves as a magnet attracting large numbers of middle and upper class students who could afford to pay more but decide to take advantage of the bargain prices for a very good education". In effect, this policy invests a disproportionate share of state resources in wealthier residents. If, however, community college tuition remains at its current level and university tuition continues to rise at the rate of the past few years, the gap could become large enough to drive students to the community college to begin their pursuit of higher education. Thanks to the outstanding work of community college faculty and staff, these students are well prepared for success at the university. Therefore, the state should experience continued growth in baccalaureate degrees and increase support of lower income residents while realizing cost savings during the first two years of the student's education.

**Florida Community Colleges  
Council Of Presidents  
Joint Resolution Of Policy  
Regarding The State's Budget Reductions**

The State's short-term economic challenges, resulting in budget reductions, represent a serious challenge to the 28 institutions that comprise the Florida Community College System (FCCS). Further, the economic conditions that reduce state revenue growth actually stimulate student enrollment and the decision by the State University System to cap their enrollment will further stimulate student demand at our colleges.

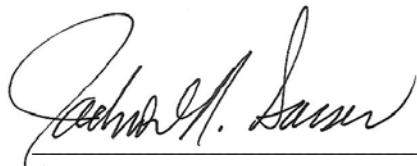
In light of this pattern of increased student demand and reduced state funding, the Florida Community College System's Council of Presidents (COP) unanimously adopt the following resolution.

**WHEREAS** access to college for all qualified students is core to the Florida Community College System's mission, and serving these students in all of our workforce and academic programs will hasten the State's economic recovery;

**BE IT THEREFORE RESOLVED** that the Florida Community College System's Council of Presidents commit to

- 1) maintain student access as our highest priority while managing the State's budget challenges;
- 2) not to cap enrollment at any of our 28 community colleges;
- 3) to make extra efforts to assure the students excluded from university enrollment can continue their education without undue interruption;  
and
- 4) to encourage the responsible use of the State's non-recurring revenues to absorb the impact of this commitment in the near term.

Adopted: July 19, 2007

A handwritten signature in black ink, appearing to read "Jackson N. Sasser", written over a horizontal line.

Jackson N. Sasser  
Chair, Council of Presidents

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