



**FLORIDA'S BRIGHT FUTURES
SCHOLARSHIP PROGRAM:
A BASELINE EVALUATION**

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

December 1999

POSTSECONDARY EDUCATION PLANNING COMMISSION

***Florida's Bright Futures Scholarship Program:
A Baseline Evaluation***

Prepared in Response to Specific Appropriations 171 through 176 of the 1999 General
Appropriations Act, Chapter 99-226, Laws of Florida

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CONTENTS

EXECUTIVE SUMMARYi

I. INTRODUCTION.....1

 A. Legislative Charge.....1

 B. Commission Study Activities.....1

II. BACKGROUND.....3

 A. Merit-Based and Need-Based Aid3

III. FLORIDA’S BRIGHT FUTURES SCHOLARSHIP PROGRAM5

 A. Program Costs6

 B. Recent Developments.....7

IV. MERIT SCHOLARSHIP PROGRAMS IN OTHER STATES9

 A. Commission Review of Merit Scholarship Programs.....10

V. DATA ANALYSES13

 A. Profiles of Initial Scholarship Recipients.....13

 B. Profiles of Students Eligible for Renewal.....18

 C. Other Data Analyses.....19

 • Bright Futures Recipients Taking Remedial Courses

 • Bright Futures Recipients With Financial Need

 • Impact on “Brain Drain” and In-State Postsecondary Enrollment Patterns

VI. ISSUES AND RECOMMENDATIONS.....27

 A. Gold Seal Vocational Scholars Award: Eligibility Criteria.....27

 B. Florida Merit Scholars Award: Initial Eligibility Criteria.....29

 C. Enhancing Students’ Awareness of the Bright Futures Scholarship Program.....33

VII. CONCLUSION37

REFERENCES38

APPENDICES

A Individuals Appearing Before the Access Committee

B Supplemental Data Tables

C Florida Statutes Related to the Bright Futures Scholarship Program

D An Examination of States’ Merit-Based Scholarship Programs

Tables and Charts

EXHIBIT 1	Florida Lottery Sales and Transfers to Education, FY 1987-88 to 2000-01...7
EXHIBIT 2	A Review of 7 States With Existing Merit Scholarship Programs: Summary of Selected Provisions11
EXHIBIT 3	Bright Futures Data Available for the PEPC Study13
EXHIBIT 4	1998-99 Bright Futures Initial Eligibles and Disbursed Initials, by Award Level13
EXHIBIT 5	1998-99 Bright Futures Disbursed Initials, by Gender14
EXHIBIT 6	1998-99 Bright Futures Disbursed Initials, by Race/Ethnicity14
EXHIBIT 7	1998-99 Bright Futures Disbursed Initials, by Postsecondary Sector Attended15
EXHIBIT 8	1997-98 Florida Public & Nonpublic High School Graduates Receiving a Bright Futures Disbursement in 1998-99, by School District of Origin16
EXHIBIT 9	1998-99 Bright Futures Disbursed Initials, by Family Income17
EXHIBIT 10	1997-98 Disbursed Initials Eligible to Renew in 1998-99, by Bright Futures Award Level18
EXHIBIT 11	1997-98 Disbursed Initials Eligible to Renew in 1998-99, by Postsecondary Sector Attended19
EXHIBIT 12	1997-98 Disbursed Initials Eligible to Renew in 1998-99, by Family Income20
EXHIBIT 13	Bright Futures Recipients Taking Remedial Courses in the Community College and State University Systems, 1997-98 and 1998-9920
EXHIBIT 14	Fall 1998 Community College and State University System Bright Futures Disbursed Initials Who Received an Award in Selected Need-Based Aid Programs23
EXHIBIT 15	Public High School Graduates Found Enrolled in Florida Postsecondary Education in Fall Term Immediately Following High School Graduation ..24
EXHIBIT 16	Trends in Postsecondary Plans of Florida Public High School Seniors and Actual Enrollment Activity of Recent High School Graduates, Including Out-of-State Migration Activity25
EXHIBIT 17	Program of Study of Gold Seal Vocational Disbursed Initials Enrolled in the Florida Community College System, Fall 199828

EXHIBIT 18	Second Year Renewal Eligibility Rates for Florida Merit Scholars Receiving Initial Awards in 1997-98, by SAT Score and High School GPA	30
EXHIBIT 19	1998-99 Disbursed Initial Florida Merit Scholars by Gender, Race/Ethnicity, and Family Income Under Current and Proposed SAT Score and High School GPA Criteria	32

Appendix B

Supplemental Data Tables

TABLE B-1	Total Undergraduate Grant Aid Awarded by State Grant Programs, 1997-98
TABLE B-2	Four Year History of Bright Futures Appropriations, Expenditures, and Participants
TABLE B-3	1997-98 Florida High School Graduates Receiving a Bright Futures Scholarship in 1998-99, by School District of Origin
TABLE B-4	Florida Bright Futures Scholarships: State University System Recipients, Fall 1997
TABLE B-5	Residence and Migration of First-Time Freshmen Graduating from High School in Past 12 Months, Fall 1996
TABLE B-6	Bright Futures Award Levels, by Postsecondary Education Sector, 1997-98
TABLE B-7	Bright Futures Award Levels, by Postsecondary Education Sector, 1998-99
TABLE B-8	Bright Futures Award Recipients as a Percentage of Florida Resident Freshmen in the Community College and State University Systems, Fall 1998
TABLE B-9	Academic Major of Disbursed Initial Bright Futures Recipients in the State University System, by Award Type, Fall 1998

EXECUTIVE SUMMARY

Proviso language accompanying Specific Appropriations 171 through 176 of the 1999 General Appropriations Act (SB 2500) directed the Postsecondary Education Planning Commission, in consultation with the Bureau of Student Financial Assistance, to:

Undertake an evaluation of the Bright Futures Scholarship program. The study shall examine characteristics of scholarship recipients; the program's impact on patterns of initial enrollment in postsecondary education; the program's impact on high school students' curricular choices; and the extent to which the program is serving students with financial need.

In conducting the study, the Commission consulted representatives of the Bureau of Student Financial Assistance, Bright Futures Advisory Committee, Florida Council of Student Financial Aid Advisors, Division of Community Colleges, Board of Regents, school districts, postsecondary institutions, and executive and legislative branches. Furthermore, the Commission utilized student-level data provided by the Bureau of Student Financial Assistance, Division of Community Colleges, Board of Regents, and the College Board.

Summary of Findings

1998-99 Initial Recipients Profile

- *Students Eligible and Students Receiving an Award.* In 1998-99, 79% of the students who were determined initially-eligible for a Bright Futures Scholarship award actually received a disbursement (Exhibit 4). The percentage of eligible students who received a disbursement ranged from a low of 73% for the Florida Academic Scholars award to a high of 84% for the Gold Seal Vocational Scholars award.

Of the 25,346 unique initial recipients in 1998-99, 29% received the Florida Academic Scholars award, 62% were Florida Merit Scholars, and 9% were Gold Seal Vocational Scholars.

- *Gender, Race, and Postsecondary Sector Attended.* The cohort of 1998-99 initial recipients was 60% female and 24% minority (Exhibits 5 and 6). Sixty-three percent enrolled in the State University System, 26% attended community colleges, 11% attended private four-year institutions, and less than 1% attended vocational-technical institutions (Exhibit 7).
- *Family Income.* Self-reported family income data from the College Board's Student Descriptive Questionnaire were available for 73% of the Bright Futures students who were initial recipients in 1998-99. Available data showed family income to be fairly evenly distributed across income bands (Exhibit 9). Nearly half (49%) of all Bright Futures initial recipients were from families earning between \$30,000 - \$69,999 per year. Another 29% of initial recipients were from families earning \$70,000 per year or more. The remaining 22% were from families earning less than \$30,000 per year -- a group

which, according to the Bureau of Student Financial Assistance, accounts for approximately 90% of awards from the Florida Student Assistance Grant, the State's primary need-based student aid program.

Florida Academic Scholars were more prevalent among the higher ends of the income spectrum, whereas Gold Seal Vocational award recipients were more prevalent in the lower income bands (Exhibit 9).

- *Percentage of Florida High School Graduates Receiving Bright Futures.* Overall, 24% of 1997-98 Florida high school standard diploma graduates received a Bright Futures disbursement during the year immediately following high school graduation (Appendix B, Table B-3). The figure for nonpublic high school graduates was roughly two percentage points higher than that of public high school graduates. The Commission estimates that 44% of all 1997-98 "postsecondary-attending" public high school graduates received a Bright Futures scholarship in 1998-99.
- *Percentage of Eligible Freshmen Receiving Bright Futures.* In the Fall 1998 semester, Bright Futures initial recipients represented 42% of prior-year high school graduates enrolled in the Florida Community College and State University Systems combined (Appendix B, Table B-8). The average in the Community College System was 21%, including a high of 71% at Florida Keys Community College. The average in the State University System was 69%, including a high of 99% at the University of Florida.
- *Percentage of Bright Futures Recipients Applying for and Receiving Other Aid.* Nearly two-thirds (62%) of the 1998-99 Bright Futures initial recipients also completed the Free Application for Federal Student Aid. In the Fall of 1998, nearly one-third of initial recipients in the State University and Community College Systems also received an award from at least one need-based student aid program (Exhibit 14). The figures were similar for students enrolled in the SUS and CCS -- 32% and 29%, respectively.

1997-98 Initial Recipients' Eligibility to Renew the Scholarship in 1998-99

- Overall, 70% of the 1997-98 initial recipients were eligible to renew the scholarship in 1998-99 (Exhibit 10). The second-year renewal eligibility rate was highest among Academic Top Scholars, at 95%. The renewal eligibility rate was 88% for Florida Academic Scholars, although 8% of the Florida Academic Scholars were required to renew at the Florida Merit Scholars level. The renewal eligibility rates were considerably lower for Florida Merit and Gold Seal Vocational Scholars, at 65% and 60% respectively.
- Renewal eligibility rates were fairly similar for scholarship recipients regardless of whether they were enrolled at a state university, community college, or private institution. Within each award level, renewal did appear slightly more difficult to achieve at state universities (Exhibit 11). At every award level, renewal eligibility rates rose with family income (Exhibit 12).

Other Analyses

- *Percentage of Bright Futures Recipients Taking Remedial Courses.* Nearly 10% of Bright Futures initial recipients took remedial coursework in 1997-98. According to the Bureau of Student Financial Assistance, this was largely an artifact of Gold Seal Vocational eligibility criteria prior to the installation of English and Math subtest score requirements. By 1998-99, the percentage of Bright Futures recipients taking remedial courses had decreased to just over 3% (Exhibit 13).
- *Impact on "Brain Drain" and In-State Enrollment Patterns.* According to the latest national report on state residency and migration, 18% of Florida's prior-year high school graduates who attended degree-granting institutions in Fall 1996 migrated out of the state to do so, ranking Florida 22nd nationally in terms of its effectiveness in retaining its undergraduate state residents (p. 24).

Survey data from Florida public high school graduates planning to attend two- or four-year institutions indicate that, from the early 1990s through 1997-98, the percentage planning to remain in-state has increased steadily, from 85% to 89% (Exhibit 16). However, when attempting to juxtapose the "plans" data against national data on state residency and actual migration patterns, two problems arose: (1) National data on state residency and migration are not as current as the State's data on postsecondary plans. Therefore, the shift indicated by the data on plans is not yet apparent in the data on actual enrollments. (2) In years for which data on planned and actual enrollments do exist, there is some inconsistency between the two. Further monitoring of trends in this area is required.

Issues and Recommendations

Gold Seal Vocational Scholars Award: Eligibility Criteria

The eligibility criteria for the Florida Gold Seal Vocational Scholars award include a stipulation that the student "completes the secondary school portion of a sequential program of studies that requires at least three secondary school vocational credits taken over at least two academic years, *and is continued in a planned, related postsecondary education program*" (Section 240.40207(1)(a), F.S.). The Commission heard testimony that students are routinely counseled to take the three-course vocational sequence as a "safety net" in order to satisfy the less-stringent initial eligibility requirements of the Gold Seal Vocational Scholars award, often without any intent of pursuing a related postsecondary program. This was corroborated by the Commission's follow-up analysis which revealed that only 15% of the Gold Seal initial recipients in the Community College System in Fall 1998 had declared intent to earn an A.S. degree or vocational certificate (Exhibit 17). The Commission was also concerned that in 1998-99, 44% of all Gold Seal Vocational Scholars award recipients were enrolled in the State University System (Appendix B, Table B-7). Furthermore, the declared academic majors of the Gold Seal initial recipients in the SUS in Fall 1998 did not differ materially from the academic majors of Academic or Merit Scholars award recipients in the SUS (Appendix B, Table B-9).

The Commission believes that vocational education and exploration at the high school level is intrinsically important in its own right. The Commission's recommendation to limit use of the Gold Seal Vocational Scholars award to students enrolled in institutions offering associates degree and vocational certificate training programs is intended to bring current practice into closer alignment with the statutory language. The recommendation would lend support to the "2+2" articulation concept, result in cost-savings, and place Gold Seal Vocational recipients in a postsecondary setting for the first two years where they might be more likely to achieve sufficient academic success to renew the award.

Recommendations:

1. ***Beginning with the 2001-02 award year, eligibility for the Florida Gold Seal Vocational Scholars award should be limited to students enrolled in programs of two years or less at a community college or vocational-technical institution. After completing an associates degree (A.A., A.S., or A.A.S.), Gold Seal students who satisfy the renewal criteria for the Florida Merit Scholars award should be able to renew as Florida Merit Scholars for enrollment in a program offered by a four-year college or university.***

2. ***Section 240.40207(1)(a), Florida Statutes, should be amended to read:***

(1) A student is eligible for a Florida Gold Seal Vocational Scholars award if the student meets the general eligibility requirements for the Florida Bright Futures Scholarship Program and the student:

(a) ~~Completes the secondary school portion of a sequential program of studies that requires at least three secondary school vocational credits taken over at least 2 academic years, and is continued in a planned, related postsecondary education program. If the student's school does not offer such a two plus two or tech prep program, the student must complete a job preparatory career education program selected by the Occupational Forecasting Conference or the Workforce Development Board of Enterprise Florida for its ability to provide high wage employment in an occupation with high potential for employment opportunities. On-the-job training may not be substituted for any of the three required vocational credits.~~

Florida Merit Scholars Award: Initial Eligibility Criteria

The Commission received testimony that the initial eligibility criteria for the Florida Merit Scholars program, which include a test score criterion that is below state and national averages for the SAT I Reasoning Test, were too low for the Bright Futures program's "middle tier" award. After examining the renewal eligibility of 1997-98 initial recipients, the Commission agreed on a target rate of 70% for second-year renewal eligibility. Although various combinations of adjustments to the high school grade point average (GPA) and test score criteria would achieve the desired rate, the Commission's recommendation was based

on a compromise approach that increases the required cumulative high school GPA while bringing the required test score to a level exceeding state and national SAT averages.

Recommendations:

3. ***The minimum combined SAT I equivalent test score for the Florida Merit Scholars Award should be increased from 970 to 1020, and the high school GPA requirement should be increased from 3.0 to 3.1. The change should take effect beginning with the 2004-05 award year to allow students time for sufficient curricular planning.***
4. ***The Bureau of Student Financial Assistance should annually monitor the renewal, persistence, and graduation rates of cohorts of initial Bright Futures Scholarship recipients as they progress through postsecondary education and graduation. Separate cohorts should be developed annually for each award type and sector of postsecondary education.***

Enhancing Students' Awareness of the Bright Futures Scholarship Program

The Commission heard testimony that students are not always well advised of the program's benefits and requirements. Since the Bright Futures program's inception in 1997, the Bureau of Student Financial Assistance has undertaken several initiatives aimed at increasing student awareness. However, further steps should be taken to ensure that all parents and students from middle school upward have the information they need in order to make appropriate curricular choices.

Recommendations:

5. ***The Bureau of Student Financial Assistance, in cooperation with the Bright Futures Advisory Committee, should develop and implement a plan to promote early student and parental awareness of the requirements of the Florida Bright Futures Scholarship program. One element of the plan should be to compile and disseminate to all Florida middle and secondary schools a list of "best practices" for informing students and parents of program requirements.***
6. ***The Bright Futures Advisory Committee should include one student representative from each of the types of eligible postsecondary institutions: Florida public university, community college, technical center, and Florida independent college or university.***

I. INTRODUCTION

A. Legislative Charge

Proviso language accompanying Specific Appropriations 171 through 176 of the 1999 General Appropriations Act (SB 2500) directed the Postsecondary Education Planning Commission, in consultation with the Bureau of Student Financial Assistance, to:

Undertake an evaluation of the Bright Futures Scholarship program. The study shall examine characteristics of scholarship recipients; the program's impact on patterns of initial enrollment in postsecondary education; the program's impact on high school students' curricular choices; and the extent to which the program is serving students with financial need.

B. Commission Study Activities

The Access Committee of the Postsecondary Education Planning Commission (PEPC) was assigned responsibility for this study by the Commission chairman. The Committee operated under the leadership of Chairperson Elaine M. Vasquez (Fort Lauderdale). Other Committee members were Dr. Akshay M. Desai (St. Petersburg), Dr. Edward A. Dauer (Coral Springs), and Ms. Melissa Tapanes (Miami).

During the course of this study, the Commission received testimony from representatives of several educational entities and government agencies. Meeting agendas were planned in order to receive input from students and financial aid professionals representing community colleges, state universities, private institutions, and vocational-technical schools. The full list of individuals who presented testimony pertaining to the Bright Futures study before the Commission's Access Committee appears in **Appendix A**.

In addition, Commission staff (1) consulted staff members of the Bureau of Student Financial Assistance, Division of Community Colleges, Board of Regents, House Committee on Colleges and Universities, Senate Education Committee, and Governor's Education Policy Unit and (2) attended meetings of the Bright Futures Advisory Committee and Florida Council of Student Financial Aid Advisors. The Commission gratefully acknowledges the following entities that aided the analyses presented in this study by providing student-level data related to Bright Futures Scholarship recipients: the Bureau of Student Financial Assistance, Division of Community Colleges, Board of Regents, and the College Board.

II. BACKGROUND

A. Merit-Based and Need-Based Aid

Merit-based financial aid programs utilize some type of eligibility criteria to determine whether potential recipients merit assistance (Creech & Davis, 1999). Merit may be demonstrated on the basis of academic, artistic, or athletic achievement, or performing some valuable service to society such as serving in the military or intending to teach math or science in a school in an underserved region.

Need-based programs emphasize eligibility criteria that measure their recipients' financial need and/or ability to pay for college (Creech & Davis, 1999). "Ability to pay" is the assessment of the income, savings, and assets of the student and the student's family to ascertain how much they can reasonably afford to pay for a year of postsecondary education. The determination from such an assessment is called the expected family contribution (EFC). "Financial need" generally refers to the difference between a student's costs of education and EFC and is expressed by the formula:

$$\text{College Costs} - \text{EFC} = \text{Financial Need.}$$

The federal financial aid programs created in the 1960s and 1970s emphasized financial need and ability to pay as the primary eligibility criteria. Between the passage of the Higher Education Act of 1965 and 1980, there was tremendous growth in annual federal financial aid program awards. During the 1980s, the growth in federal funding of student aid programs slowed dramatically from the rates for the two preceding decades. States began increasing funding for their need-based grant programs, in part to compensate for the slowed growth in federal assistance. However, 19 states also created merit scholarship programs during this period to reward top high school graduates and provide them with incentives to attend in-state schools (NASSGAP, 1992). Florida became one of the first to adopt a statewide merit-based scholarship program when it established the Florida Undergraduate Scholars' Fund (FUSF) in 1980. Florida established another merit program, the Florida Gold Seal Vocational Endorsement Program, in 1992 "to recognize and reward academic achievement and vocational preparation by high school students and to inform potential employers of the quality of a student's academic and vocational preparation."

The landscape changed significantly in 1993 when Georgia established its HOPE Scholarship program. HOPE differs from earlier state scholarship programs in significant ways. First, it is broad based, in that it is potentially available to thousands of Georgia students, regardless of their family incomes and the types of college they attend. Second, HOPE Scholarship recipients need only achieve a B average in a college preparatory curriculum to qualify for assistance. Third, the program is not funded by appropriations but instead uses profits from the state lottery for its awards.

In 1997, Florida established its own lottery-funded scholarship in the form of the Bright Futures Scholarship Program. The Bright Futures Scholarship program reinforced Florida's longstanding commitment to merit aid. According to the latest report from the National

Association of State Student Grant and Aid Programs (NASSGAP), Florida ranked second nationally in the percentage of state undergraduate grant aid dedicated to non-need-based programs. In 1997-98, 73% of state grant aid to undergraduates came from non-need-based programs (Appendix B, **Table B-1**). Only Georgia awarded a higher percentage of its state grant funds to undergraduates on a non-need basis.

III. FLORIDA'S BRIGHT FUTURES SCHOLARSHIP PROGRAM

The 1997 Florida Legislature created the lottery-funded Bright Futures Scholarship program “to reward any Florida high school graduate who merits recognition of high academic achievement and who enrolls in an eligible Florida public or private postsecondary education institution within three years of graduation from high school” (Section 240.40201, Florida Statutes). The Bright Futures Scholarship program is the umbrella program for all state-funded scholarships based on academic achievement in high school. The program restructured two previously-existing awards – the Florida Undergraduate Scholars (now the Florida Academic Scholars award) and the Gold Seal Vocational Endorsement Scholarship (now the Florida Gold Seal Vocational Scholars award), and added a middle award – the Florida Merit Scholars award. The program is administered by the Bureau of Student Financial Assistance. The award amounts and criteria for each of the three awards are as follows:

Florida Academic Scholars Award

- Pays 100% of tuition and required fees,* plus \$600 for college-related expenses annually.
- Initial eligibility requires: (1) at least a 3.5 weighted grade point average (GPA) on 15 college preparatory high school credits, (2) 1270 SAT or 28 ACT, and (3) 75 hours of service work while in high school.
- Renewal requires a 3.0 GPA on all postsecondary work attempted.**
- Academic Top Scholars -- In each school district, the Florida Academic Scholar with the highest academic ranking receives an additional award of \$1,500 annually for college-related expenses.

Florida Merit Scholars Award

- Pays 75% of tuition and required fees.*
- Initial eligibility requires: (1) at least a 3.0 weighted GPA on 15 college preparatory high school credits and (2) 970 SAT or 20 ACT.
- Renewal requires a 2.75 GPA on all postsecondary work attempted.

Florida Gold Seal Vocational Award

- Pays 75% of tuition and required fees.*
- Initial eligibility requires: (1) at least a 3.0 weighted GPA on the 15 credits required for a standard high school diploma, excluding electives, (2) a 3.5 or better unweighted GPA in a minimum of 3 credits from the same vocational program, and (3) minimum scores on each subsection of the SAT, ACT or Florida College Entry-Level Placement Test.
- Renewal requires a 2.75 GPA on all postsecondary work attempted. A Gold Seal Scholar who meets this GPA requirement may transfer to the Florida Merit Scholars award at any renewal period.

*Notes: * Students attending private institutions are funded at comparable public institution amounts.*

*** If a Florida Academic Scholar's grades fall beneath the average required to renew that award but are sufficient to renew under the Florida Merit Scholarship, the Department of Education may grant a renewal from the Florida Merit Scholarship.*

The statutory provisions governing the Bright Futures program are found in **Appendix C**. Detailed information about each of the program's award types may be found at the Bright Futures program's official Internet site at <http://www.firn.edu/doe/bin00072/home0072.htm>.

Much discussion about the Bright Futures program during the 1999 Legislative Session was focused on the following policy issues:

1. Current academic criteria, particularly for the Merit Scholars Award, may not reflect the Bright Futures program's meritorious intent;
2. Linking award amounts to tuition levels may result in excessive program costs and may constrain the state's tuition policy options in the future; and
3. The program may not be adequately serving students who demonstrate financial need.

Therefore, the 1999 Legislature considered making the following changes to the Bright Futures program:

1. An incremental increase in the SAT requirements for initial eligibility for the Florida Merit Scholar Award, from 970 to 1020;
2. "Decoupling" the award amount from tuition; and
3. A requirement to collect data on the socioeconomic status of Bright Futures recipients.

While none of these measures were passed into law during the 1999 Session, the concerns that drove them remain and will undoubtedly continue to be debated.

A. Program Costs

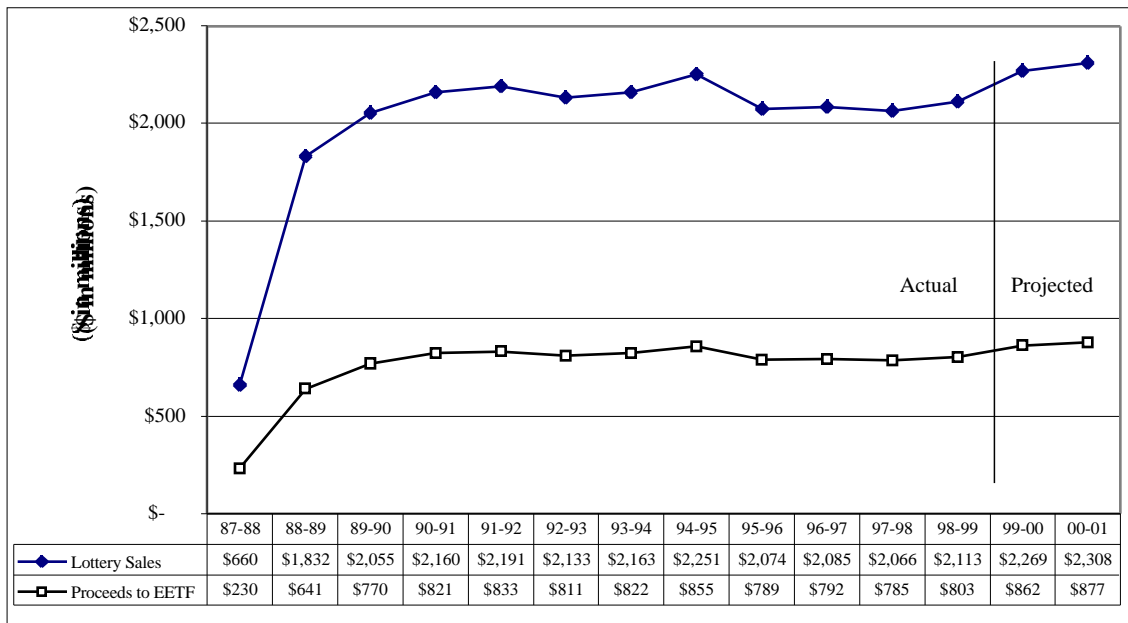
Since the program's inception, the debate over the rigor of the initial eligibility criteria has been intertwined with concerns that, under current standards, the program's costs might eventually become prohibitive. Annual appropriations for Bright Futures grew rapidly during the program's ramp-up phase, from \$75 million in 1997-98, the program's first year, to \$130 million in 1999-2000 (Appendix B, **Table B-2**). At the same time, lottery transfers to the Educational Enhancement Trust Fund, which had remained relatively flat throughout the 1990s, were being projected to remain stagnant.

It was in this context that the Joint Committee on Bright Futures, an ad hoc group with representation from a broad spectrum of postsecondary education entities, issued a January 1999 report containing various recommendations designed to slow the growth in program costs and protect operational funding streams. The Joint Committee expressed concern over the loss of potential operational dollars, due to the provision of Section 240.40201(4), F.S., that funding for the Bright Futures Scholarship program must be allocated from the Education Enhancement Trust Fund before allocations from that fund are calculated for disbursement to other educational entities.

Two events that occurred in Fall 1999 may prove to alleviate some of the concern over program costs, at least for the short term. First, the Financial Aid Estimating Conference of

November 10, 1999 accepted a cost estimate of \$120.3 million for FY 2000-01, nearly \$25 million less than the \$145 million that had been projected earlier by the Bureau of Student Financial Assistance. Second, the October 15, 1999 Lottery Estimating Conference accepted a revised estimate projecting that lottery proceeds to the Educational Enhancement Trust Fund, which had been relatively flat in recent years and had previously been projected to remain so, would actually increase by 7.3% in 1999-2000 and again by 1.7% in 2000-2001 (Exhibit 1).

EXHIBIT 1
Florida Lottery Sales and Transfers to Education, FY 1987-88 to 2000-01



SOURCE: Office of Economic and Demographic Research. Lottery Estimating Conference, October 15, 1999.

B. Recent Developments

Early Notification of Eligibility

Beginning with the 2000-01 award year, a high school student may be determined eligible for a Bright Futures Scholarship on the basis of his or her 7th semester transcript. This will allow earlier notification and financial aid packaging. Students who were deemed ineligible for an award on the basis of the 7th semester transcript will be automatically re-evaluated by the Bureau of Student Financial Assistance upon graduation.

Summer Awards

To this point, students have been unable to use a Bright Futures award toward enrollment in a summer term. Section 240.40201(9), F.S., provides that a student may use an award for summer term enrollment if funds are available. Such a move would also bring Bright Futures policy into alignment with Board of Regents Rule 6C-6.016, which requires all students

entering a university in the State University System with fewer than 60 semester hours credit to earn at least nine semester hours prior to graduation by attendance at one or more summer sessions. The Bureau of Student Financial Assistance, in consultation with the Bright Futures Advisory Committee, is currently exploring the feasibility of providing summer awards.

IV. MERIT SCHOLARSHIP PROGRAMS IN OTHER STATES

At its August 1999 meeting, the Commission heard testimony from the Coordinator of the Education Policy Unit in the Governor's Office of Planning and Budgeting that the Legislature originally established the Florida Undergraduate Scholars' Fund (FUSF) in 1980 to keep top scholars in the state. When the existing FUSF and Vocational Gold Seal programs were folded into the new Bright Futures Scholarship program in 1997, the new program had three primary purposes:

1. to serve as an incentive for high school students to take rigorous courses and perform better academically;
2. to direct lottery dollars to improve postsecondary education in a way that was readily visible to the public; and
3. to improve access to postsecondary education.

These purposes align the Bright Futures program with state-sponsored merit scholarship programs nationally, which, according to Creech and Davis (1999), share certain common goals, characteristics, strengths and weaknesses.

Common Goals or Purposes

1. To *help reduce the effects of rising college prices*, especially tuition at public four-year colleges, on middle income families;
2. to promote better *preparation* for college while students are in high school;
3. to promote better academic *achievement* after students reach college;
4. to *save money* because better prepared students are less likely to need remedial courses and are more likely to complete their degree programs in a timely fashion; and
5. to *encourage talented students to attend in-state* colleges and remain residents after graduation.

Common Characteristics

1. They respond to the public's expectation that states should *encourage students to prepare for college and help families afford the costs*;
2. they *promote important state objectives* such as developing an educated citizenry and producing a more skilled labor force; and
3. they are *easy to understand*, with a well-defined application process and award structure and clear eligibility and renewal requirements.

Strengths

1. They *reward student achievement*, which is a traditional financial aid program goal;
2. they are presumed to *motivate* students to pursue specific high school curricula and achieve above-average grades because the award amounts are significant and certain;
3. they *assist middle-income families*, whose children frequently have difficulty qualifying for grant aid from need-based programs; and
4. they *promote higher performance levels in college*, in that students must achieve a higher standard of “satisfactory academic progress” to continue to receive their awards.

Weaknesses

However, these programs have also been criticized (e.g., Mortenson, 1997) on the basis that:

1. they *are not need-based*, so some students who receive the scholarships could afford to attend college without them;
2. they generally do not or will not help the *students who are most in need of assistance*;
3. they *shift public resources from low- to middle- and upper-income families*. This is due to the fact that research has shown that lotteries, the predominant funding source for these programs, are played by lower-income individuals, while scholarship recipients tend to be from upper income bands; and
4. they *may lead to grade inflation* at the secondary and postsecondary levels as students plead with teachers and professors for grades that will make (or keep) them eligible for scholarship awards.

A. Commission Review of Merit Scholarship Programs

The Commission undertook a review of merit-based scholarship programs in other states in order to provide background and a point of comparison for Florida’s program requirements. A complete summary of the results of this exercise is contained in Appendix D. **Table D-1** addresses existing merit programs. **Table D-2** summarizes new initiatives passed during the 1999 Legislative session. We found it difficult to make comparisons between states’ policies because of differences in award structures and the variety of policy goals being pursued by states’ programs. However, a brief overview of the provisions that were of interest to Florida policymakers during the 1999 Legislative session is found in **Exhibit 2**.

EXHIBIT 2
A Review of 7 States With Existing Merit Scholarship Programs:
Summary of Selected Provisions

	Award is Indexed to Tuition	Eligibility Includes a Test Score Criterion	Must Complete the FAFSA* to Apply for Award	Scholarship Award Reduced if Also Eligible for Pell Grant
Other States				
Yes	3	3	3	2
No	3	3	3	4
Florida	Yes	Yes	No	No

Note: * FAFSA = Free Application for Federal Student Aid.

For the reasons cited above, it is difficult to use comparisons with other states' merit scholarship policies and criteria in order to establish a context for the relative rigor of Florida's program. However, we will note two observations:

1. Awards to "initial eligibles" in Florida accounted for a smaller percentage of the prior year's high school graduates than in the other states we surveyed that had existing programs (Appendix D, **Table D-1**).
2. The test score requirement for Florida's Merit Scholars Award (SAT I combined score of at least 970, or equivalent) has been criticized as too lenient, based in part on the fact that it is below Florida's 1999 mean SAT I combined score of 997. However, it is difficult to argue that this criterion for the Merit Award is overly lax based solely on a comparison to other states' policies. Among the states with a "second tier" award (like Florida's Merit Award) and a test score criterion for earning that award:
 - *Florida's* Merit Scholarship awards an amount equal to 75% of tuition and required fees at public institutions (approximately \$2,114 for resident undergraduates in the State University System) for a 3.0 weighted high school GPA and an SAT I combined score of 970 or higher, which is below the state's average combined score of 997.
 - *South Carolina's* LIFE Scholarship awards an amount equal to about 55% of the state's average \$3,630 public 4-year tuition for a 3.0 GPA and an SAT I combined score of 1,000 or higher, which is above the state's average combined score of 954.
 - *Louisiana's* Opportunity Scholarship awards full tuition for a 2.5 GPA and an ACT composite score of 20, which approximates the state average of 19.6.
 - *Mississippi's* Tuition Assistance Grant (MTAG) awards an amount equal to 1/3 of the state's average \$3,053 4-year tuition for a 2.5 GPA and an ACT composite score of 15, which is below the state's average ACT composite of 18.7.

V. DATA ANALYSES

The Commission's data request for the current study was dictated by the timing of the study and was limited to records maintained on the Bureau of Student Financial Assistance's newly-developed Bright Futures database. The award years covered by the student-level data utilized in this study are summarized in **Exhibit 3**. The study incorporated data used to make initial eligibility determinations for the 1998-99 and 1999-2000 award years. Data on enrollment and disbursement were available for 1997-98 and 1998-99. Renewal and reinstatement data pertaining to the 1997-98 cohort were available for 1998-99 only.

EXHIBIT 3
Bright Futures Data Available for the PEPC Study

Term for which student applied for initial eligibility	Initial Eligibility Data	Enrollment/ Disbursement Data	Renewal/ Reinstatement/ Restoration Data
Fall 1997		X	
Fall 1998	X	X	X
Fall 1999	X		

A. Profiles of Initial Scholarship Recipients

The following recipient profiles provide information on the most recent cohort for which data were available: i.e., students who received an initial Bright Futures disbursement (hereafter referred to as "disbursed initials") in 1998-99.

Bright Futures Award Level

Exhibit 4 displays the number of students determined initially eligible for each award level, as well as the number actually receiving a disbursement. There were 32,100 "initial eligibles" in 1998-99, 25,410 (79.2%) of whom actually received a disbursement during the year. The percentage of initial-eligible students who received a disbursement ranged from a low of 72.6% for Florida Academic Scholars to a high of 83.7% for Gold Seal Vocational Scholars. Since the highest-ranking Academic Scholar in each school district is chosen as the Academic Top Scholar (ATS) for that district, the ATS disbursement rate was 100%.

EXHIBIT 4
1998-99 Bright Futures Initial Eligibles and Disbursed Initials, by Award Level

Award Level	Determined Initially Eligible	No. Receiving Disbursement	% Receiving Disbursement
Academic Top Scholar (ATS)	64	64	100.0%
Florida Academic Scholar (FAS)	10,262	7,452	72.6%
Florida Merit Scholar (FMS)	19,008	15,579	82.0%
Gold Seal Voc. Scholar (GSV)	2,766	2,315	83.7%
Total Bright Futures	32,100	25,410	79.2%

SOURCE: Bright Futures Database.

Gender

Exhibit 5 displays gender data for students who received their initial Bright Futures disbursement in 1998-99. Overall, females accounted for 60.3% of awards, from a low of 43.8% among Top Scholars to a high of 65.5% among Gold Seal recipients. Males closed the gap in representation at each increasing award level from Gold Seal to Academic Scholars and surpassed the number of females among Top Scholars recipients.

EXHIBIT 5
1998-99 Bright Futures Disbursed Initials, by Gender

Gender	Top Scholars	Academic Scholars	Merit Scholars	Gold Seal Vocational	Total Bright Futures
Female	28	4,083	9,685	1,512	15,308
%	43.8%	54.8%	62.2%	65.5%	60.3%
Male	36	3,368	5,882	798	10,084
%	56.3%	45.2%	37.8%	34.5%	39.7%
Total	64	7,451	15,567	2,310	25,392
%	100.0%	100.0%	100.0%	100.0%	100.0%

NOTE: 18 students with missing data for gender.
SOURCE: Bright Futures Database.

Race/Ethnicity

Exhibit 6 displays race/ethnicity data for students who received their initial Bright Futures disbursement in 1998-99. Overall, white students accounted for 76.2% of Bright Futures recipients. Non-white students had their greatest representation among Merit Scholars, accounting for 25.9% of recipients.

EXHIBIT 6
1998-99 Bright Futures Disbursed Initials, by Race/Ethnicity

Race/Ethnicity	Top Scholars	Academic Scholars	Merit Scholars	Gold Seal Vocational	Total Bright Futures
Amer. Indian	-	17	31	7	55
%		0.2%	0.2%	0.3%	0.2%
Asian	3	437	646	62	1,148
%	4.7%	5.9%	4.2%	2.7%	4.5%
Black	-	219	1,367	307	1,893
%		2.9%	8.8%	13.3%	7.5%
Hispanic	2	586	1,737	202	2,527
%	3.1%	7.9%	11.2%	8.7%	10.0%
White	59	6,021	11,524	1,731	19,335
%	92.2%	80.8%	74.1%	75.0%	76.2%
Other	-	168	252	-	420
%		2.3%	1.6%		1.7%
Total	64	7,448	15,557	2,309	25,378
%	100.0%	100.0%	100.0%	100.0%	100.0%

NOTES: 32 students with missing data for race/ethnicity. "Other" includes unknown and multi-racial.
SOURCE: Bright Futures Database.

Postsecondary Sector Attended

Exhibit 7 displays data for students who received their initial Bright Futures disbursement in 1998-99, by postsecondary education sector attended. Overall, the State University System attracted 63.1% of award recipients, with community colleges attracting the second greatest number, or 25.8%. Four-year independent colleges and universities and vocational-technical schools received the least number of recipients, 11.0% and 0.1%, respectively. Both public and private 4-year institutions attracted a greater percentage of Academic Scholars than Merit Scholars, and a greater percentage of Merit Scholars than Gold Seal Vocational recipients. Two-year colleges accounted for the majority of Gold Seal Vocational recipients.

EXHIBIT 7
1998-99 Bright Futures Disbursed Initials, by Postsecondary Sector Attended

Postsecondary Sector	Top Scholars	Academic Scholars	Merit Scholars	Gold Seal Vocational	Total Bright Futures
Public 4 yr	52	5,844	9,393	743	16,032
%	81.3%	78.4%	60.3%	32.1%	63.1%
Private 4 yr	7	945	1,681	150	2,783
%	10.9%	12.7%	10.8%	6.5%	11.0%
2 yr (all)	5	662	4,484	1,412	6,563
%	7.8%	8.9%	28.8%	61.0%	25.8%
Voc-Tech (all)	-	1	21	10	32
%		0.0%	0.1%	0.4%	0.1%
Total	64	7,452	15,579	2,315	25,410
%	100.0%	100.0%	100.0%	100.0%	100.0%

SOURCE: Bright Futures Database.

High School District

Exhibit 8 displays information on the percentage of 1997-98 standard diploma graduates who received their initial Bright Futures disbursement in 1998-99. The exhibit excludes university lab schools and contains data only for the top and bottom 10 districts. Overall, 23.7% of 1997-98 Florida high school graduates received a Bright Futures disbursement during the year following high school graduation. The percentages for individual school districts ranged from a high of 34.6% in Seminole County to a low of 11.5% in Gadsden County. **Table B-3** (Appendix B) includes the lab schools and further disaggregates the information by high school type -- public or nonpublic. Statewide, 25.7% of nonpublic high school graduates and 23.4% of public high school graduates received a Bright Futures disbursement the following year. By multiplying the 95,764 public high school standard diploma recipients from 1997-98 by the postsecondary continuation rate of 53% from the most recent *Annual Outcomes Report* of the Florida Education and Training Placement Information Program (FETPIP), the Commission estimates that 44% of the “postsecondary-attending” public high school graduates received a Bright Futures Scholarship the following year.

EXHIBIT 8
1997-98 Florida Public & Nonpublic High School Graduates Receiving a Bright Futures
Disbursement in 1998-99, by School District of Origin

TOP 10 DISTRICTS

School District ⁽¹⁾	ALL (PUBLIC + NONPUBLIC)		Br Futures, % of All HS Grads	
	High School Graduates ⁽²⁾	Br Futures Recipients ⁽²⁾	%	Rank
SEMINOLE	3,061	1,058	34.6%	1
TAYLOR	139	44	31.7%	2
ALACHUA	1,411	434	30.8%	3
BREVARD	3,473	1,052	30.3%	4
VOLUSIA	2,743	830	30.3%	5
LEON	1,573	475	30.2%	6
BAY	1,165	351	30.1%	7
FLAGLER	299	90	30.1%	8
COLUMBIA	319	95	29.8%	9
PINELLAS	5,129	1,518	29.6%	10

BOTTOM 10 DISTRICTS

School District ⁽¹⁾	ALL (PUBLIC + NONPUBLIC)		Br Futures, % of All HS Grads	
	High School Graduates ⁽²⁾	Br Futures Recipients ⁽²⁾	%	Rank
JEFFERSON	100	17	17.0%	58
FRANKLIN	65	11	16.9%	59
BRADFORD	204	34	16.7%	60
HENDRY	289	46	15.9%	61
DESOTO	174	27	15.5%	62
HOLMES	216	32	14.8%	63
MADISON	142	21	14.8%	64
DADE	16,161	2,350	14.5%	65
WALTON	254	34	13.4%	66
GADSDEN	330	38	11.5%	67
STATE TOTALS	106,928	25,377	23.7%	

NOTES: (1) Excludes lab schools. (2) Public HS grads are standard diploma recipients only.

(3) Bright Futures recipients include all award levels.

SOURCES: Florida Department of Education, and Bright Futures Database.

Family Income

The income data reported in this study were provided by the College Board, from its Student Descriptive Questionnaire (SDQ). Students complete the SDQ when registering to take the SAT examination. One of the questions on the SDQ is a multiple choice item asking students to estimate their family's income. Response to the item is optional. College Board officials assured the Commission that historically, these income estimates have been reliable, the two notable exceptions being that students from families at the lower end of the income spectrum tend to overestimate family income somewhat, while students from upper income families tend to underestimate. It should be noted that when the SDQ and Bright Futures data sets were merged, income data was lacking for 6,796 (26%) of the 25,410 1998-99 disbursed initials. **Exhibit 9** displays the available family income data for students who received their initial Bright Futures disbursement in 1998-99. Overall, the percentage of award recipients by family income category ranged from a high of 12.5% for the \$50,000-\$59,999 family income group to a low of 2.6% for the under \$10,000 family income group. Nearly half (49%) of all Bright Futures initial recipients were from families earning between

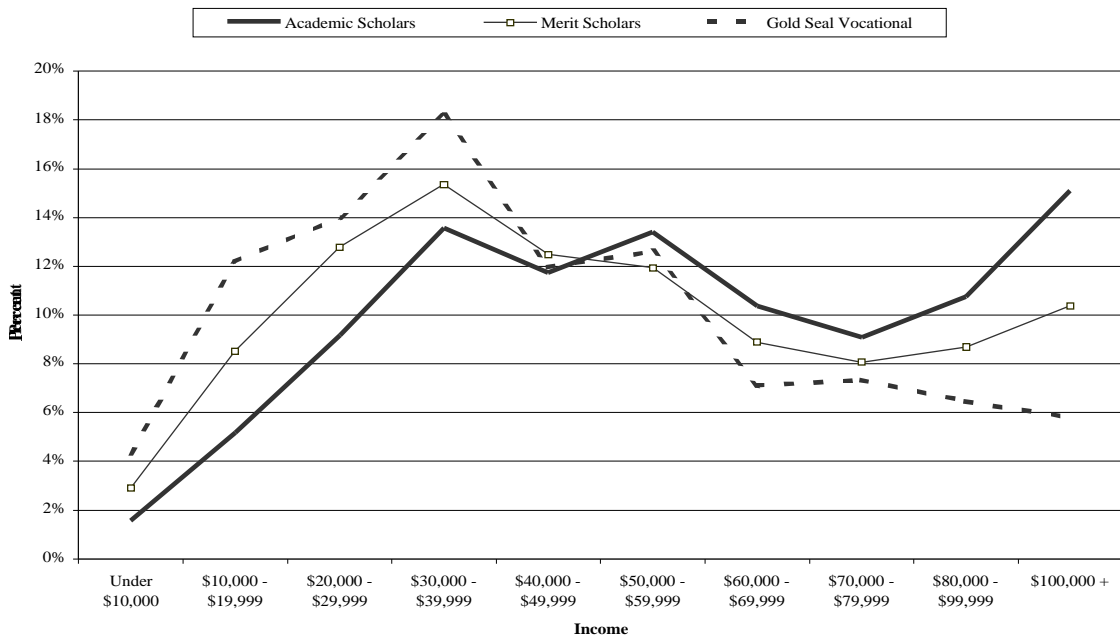
\$30,000 - \$69,999 per year. Another 29% of initial recipients were from families earning \$70,000 per year or more. The remaining 22% were from families earning less than \$30,000 per year -- a group which, according to the Bureau of Student Financial Assistance, accounts for approximately 90% of awards from the Florida Student Assistance Grant, the state's primary need-based student aid program. These data would seem to corroborate Creech and Davis' (1999) assertion that state-sponsored merit scholarship programs tend to serve students from middle income families. The chart in Exhibit 9 graphically demonstrates that Florida Academic Scholars tended to be more prevalent among the higher ends of the income spectrum, whereas Gold Seal Vocational award recipients were more prevalent among the lower ends of the income spectrum.

EXHIBIT 9
1998-99 Bright Futures Disbursed Initials, by Family Income

Family Income	Top Scholars	Academic Scholars	Merit Scholars	Gold Seal Vocational	Total Bright Futures
Under \$10,000		1.6%	2.9%	4.3%	2.6%
\$10,000 - \$19,999	2.3%	5.2%	8.5%	12.2%	7.7%
\$20,000 - \$29,999	11.6%	9.2%	12.8%	14.0%	11.7%
\$30,000 - \$39,999	7.0%	13.6%	15.4%	18.2%	15.0%
\$40,000 - \$49,999	14.0%	11.8%	12.5%	12.0%	12.2%
\$50,000 - \$59,999	20.9%	13.4%	11.9%	12.6%	12.5%
\$60,000 - \$69,999	7.0%	10.4%	8.9%	7.1%	9.2%
\$70,000 - \$79,999	14.0%	9.1%	8.1%	7.3%	8.3%
\$80,000 - \$99,999	11.6%	10.7%	8.7%	6.5%	9.2%
\$100,000 +	11.6%	15.1%	10.4%	5.8%	11.5%
Total	43 100.0%	5,835 100.0%	11,373 100.0%	1,363 100.0%	18,614 100.0%

NOTE: Family income is estimated by student; 6,796 students have missing income data.

SOURCES: The College Board, and Bright Futures Database.



B. Profiles of Students Eligible for Renewal

The Bureau of Student Financial Assistance automatically reviews renewal eligibility for students who received funding during a given year. Renewal eligibility is evaluated only once per year, at the end of the spring term. Currently, renewal eligibility for Florida Academic Scholars requires that the student earn a 3.0 cumulative GPA on all college coursework attempted, including high school dual enrollment and transfer coursework, and have earned a minimum of 6 semester hours (or equivalent) for each term in which the award was received. Florida Academic Scholars who earn a 2.75-2.99 cumulative GPA may renew under the Florida Merit Scholars award, which covers only 75% of tuition and required fees as opposed to full tuition. Students who receive funding as Merit Scholars or Gold Seal Vocational Scholars must earn a 2.75 cumulative GPA on all college coursework attempted to qualify for renewal.

Students who lose the scholarship due to a low GPA are given one opportunity to restore the scholarship. Students may apply for restoration of the scholarship at a later renewal period after raising their cumulative GPA to the required level. Restoration is *not* available to students who did not meet the hours requirement at the annual renewal period. The following profiles do not deal with restoration, but only with the 1998-99 renewal eligibility of students who received their initial Bright Futures disbursement in 1997-98.

Renewal Eligibility, by Bright Futures Award Level

Exhibit 10 shows that overall, 70% of the 1997-98 disbursed initials were eligible to renew their scholarship in 1998-99. As one might expect, the renewal eligibility rates rise as the Bright Futures award level rises, since the award levels have progressively higher test score and/or high school GPA requirements for initial eligibility. Renewal eligibility rates ranged from a low of 60% among Gold Seal Vocational Scholars to 95% among Top Scholars. The renewal eligibility rate among Florida Academic Scholars was 88%, although 8% were required to move down to the Florida Merit Scholars level in order to renew.

EXHIBIT 10 **1997-98 Disbursed Initials Eligible to Renew in 1998-99,** **by Bright Futures Award Level**

Award Level	1997-98, Disbursed	1998-99, Eligible to Renew			1998-99, % Eligible to Renew		
		in original program	moved to FMS	Total	in original program	moved to FMS	Total
ATS	39	35	2	37	90%	5%	95%
FAS	7,012	5,630	563	6,193	80%	8%	88%
FMS	9,855	6,421		6,421	65%		65%
GSV	6,831	4,066		4,066	60%		60%
Total	23,737	16,152	565	16,717	68%	2%	70%

SOURCE: Bright Futures Database.

Renewal Eligibility, by Postsecondary Sector Attended

Exhibit 11 displays data related to second-year renewal eligibility on the basis of the postsecondary sector the student attended. Perhaps the most striking result is how clustered the renewal rates are within each Bright Futures award type for the sectors enrolling any appreciable number of recipients. No clear “best sector” emerges. It does generally appear slightly more difficult to renew in the State University System, regardless of the award type.

**EXHIBIT 11
1997-98 Disbursed Initials Eligible to Renew in 1998-99,
by Postsecondary Sector Attended**

Postsecondary Sector	1997-98 Disbursed Initials				1998-99, % Eligible to Renew							
	FAS	FMS	GSV	Total	FAS ⁽¹⁾		FMS		GSV		Total	
					N	%	N	%	N	%	N	%
State Universities	5,305	5,842	2,413	13,560	4,648	88%	3,687	63%	1,352	56%	9,687	71%
Comm. Colleges	788	2,858	3,861	7,507	709	90%	1,956	68%	2,348	61%	5,013	67%
Private 2- & 4-Yr	919	1,147	475	2,541	836	91%	766	67%	301	63%	1,903	75%
Voc-Tech		8	82	90			7	88%	64	78%	71	79%
Total	7,012	9,855	6,831	23,698	6,193	88%	6,416	65%	4,065	60%	16,674	70%

NOTE: (1) FAS data include students eligible to renew under FMS.
SOURCE: Bright Futures Database.

Renewal Eligibility, by Family Income

In the research literature, indicators of socioeconomic status have consistently been demonstrated to be highly correlated with a variety of other variables linked to academic success in college. **Exhibit 12** demonstrates the fairly direct relationship between family income and academic success as indicated by second year renewal eligibility for the Bright Futures Scholarship. Overall, renewal eligibility ranged from a low of 64% among students from the lowest family income category to 79% for students from families with the highest income. Scanning from the lowest family income band to highest, renewal eligibility rates ranged from 81-89% for the Academic Scholars award, from 64-71% for Merit Scholars, and from 59-70% for Gold Seal Vocational Scholars.

C. Other Data Analyses

Bright Futures Recipients Taking Remedial Courses

The fact that certain Bright Futures Scholarship recipients are enrolled in remedial courses has been seized upon by some as an indication that the program’s initial eligibility criteria lack rigor. It should be noted that Section 240.40201(10), F.S., stipulates that funds from within the Florida Bright Futures Scholarship program may not be used to pay for remedial, or college preparatory, coursework. **Exhibit 13** contains data on the total number of Bright Futures recipients found taking remedial courses in the State University System and Community College System in a given year. The Commission chose to compare the count of remedial course-takers to the number of *initial* Bright Futures recipients (as opposed to the

total number of Bright Futures recipients) on the basis that remedial coursework is most likely to be required in the first year of postsecondary education.

EXHIBIT 12
1997-98 Disbursed Initials Eligible to Renew in 1998-99, by Family Income

Family Income ⁽¹⁾	97-98 Disbursed Initials w/ Income Data				1998-99, % Eligible to Renew							
	FAS	FMS	GSV	Total	FAS ⁽²⁾		FMS		GSV		Total	
					N	%	N	%	N	%	N	%
Under \$10,000	63	207	189	459	51	81%	133	64%	111	59%	295	64%
\$10,000 - \$19,999	296	624	567	1,487	243	82%	398	64%	328	58%	969	65%
\$20,000 - \$29,999	566	986	685	2,237	497	88%	625	63%	406	59%	1,528	68%
\$30,000 - \$39,999	766	1,158	697	2,621	677	88%	730	63%	419	60%	1,826	70%
\$40,000 - \$49,999	723	953	513	2,189	630	87%	627	66%	340	66%	1,597	73%
\$50,000 - \$59,999	771	851	478	2,100	684	89%	565	66%	292	61%	1,541	73%
\$60,000 - \$69,999	591	704	313	1,608	514	87%	455	65%	195	62%	1,164	72%
\$70,000 - \$79,999	537	549	264	1,350	488	91%	383	70%	169	64%	1,040	77%
\$80,000 - \$99,999	597	658	256	1,511	536	90%	435	66%	168	66%	1,139	75%
\$100,000 +	785	767	206	1,758	702	89%	543	71%	144	70%	1,389	79%
Total	5,695	7,457	4,168	17,320	5,022	88%	4,894	66%	2,572	62%	12,488	72%

NOTE: (1) Family income is estimated by student. (2) FAS data include students eligible to renew under FMS.

SOURCES: The College Board, and Bright Futures Database.

In 1997-98, there were 2,012 Bright Futures recipients taking remedial courses in the State University System and Community College System, or 9.6% of the 21,067 initial recipients in those two systems. The percentage of students taking remedial courses was highest among Gold Seal Vocational students, at 26.2%. Both the number and percentage of Bright Futures recipients taking remedial courses decreased appreciably the following year. In 1998-99, there were 720 Bright Futures recipients taking remedial courses in the State University System and Community College System, or 3.2% of the 22,506 disbursed initials in the two systems. Once again, the incidence of students taking remedial courses was highest among Gold Seal Vocational students, at 17.6%.

EXHIBIT 13
**Bright Futures Recipients Taking Remedial Courses in the
Community College and State University Systems, 1997-98 and 1998-99**

Award Type	Disbursed Initials in SUS & CCS, 97-98	Bright Futures Recipients in Remedial Courses, 97-98			Disbursed Initials in SUS & CCS, 98-99	Bright Futures Recipients in Remedial Courses, 98-99		
		in SUS	in CCS	Combined		in SUS	in CCS	Combined
FAS	6,093	2	9	11	6,501	7	4	11
FMS	8,700	47	308	355	13,857	73	259	332
GSV	6,274	124	1,522	1,646	2,148	36	341	377
Total	21,067	173	1,839	2,012	22,506	116	604	720

SOURCES: Bureau of Student Financial Assistance Cost Projections for 2000-01 Legislative Budget Request, and House Committee on Colleges and Universities.

A communication from the Bureau of Student Financial Assistance in response to these figures states that although the Bureau's intent is that Bright Futures recipients will not need remedial work, there are times when recipients do take such courses. In many cases, however, these courses have been recommended by the postsecondary institution, but not required. State Board Rule 6A-10.0315(13) states that after counseling with the student and

analysis and consideration of other assessment techniques and measurements, a college may determine that enrollment in college preparatory instruction would enhance a student's future academic success. The state universities and community colleges where Bright Futures recipients were enrolled in remedial work were contacted by Bureau staff and indicated that many of these students were not required to take the college preparatory courses.

In addition, some of the students taking remedial courses in 1998-99 were renewal or reinstatement students who qualified in 1997, a year in which students could still qualify for the Gold Seal Vocational Scholars Award with no test score. Under current policy, no Gold Seal Vocational Scholar should be required to take remedial coursework because the subtest scores required to receive the Gold Seal Vocational award have been set at a level which would exempt students from being placed in remedial courses. Florida Merit Scholars *could* be required to take remedial coursework if one SAT or ACT subtest score is significantly lower than the other (e.g., a student scores high in English but low in math). The SAT scores required for the Florida Academic Scholars award are sufficiently high that FAS students should never be required to take remedial coursework.

Bright Futures Recipients With Financial Need

Although Bright Futures is a merit aid program, there has been a widespread desire to determine the extent to which the program serves students with financial need. The idea of requiring Bright Futures applicants to complete the Free Application for Federal Student Aid (FAFSA) as a means of collecting reliable income data about Bright Futures recipients was introduced unsuccessfully in the 1999 Legislative Session. The family income data presented in Section V of this report employed an alternative data source, the College Board's SDQ, and was intended as a first step in providing previously unavailable financial information about Bright Futures recipients: namely, that they cover the family income spectrum, with greatest representation falling in the \$30,000-\$59,000 income range. As noted earlier, the generalizability of the income findings is limited in that: (1) the data reflect student *estimates* of family income, and (2) family income data from the SDQ were unavailable for 26% of Bright Futures initial recipients.

As noted in Section IV of this report, three states require their state scholarship applicants to complete the FAFSA, and two of those states reduce the amount of the scholarship by the amount of any federal Pell Grant dollars awarded. The idea of incorporating some type of recognition of financial need into the award process has been discussed in Florida and was advocated by the Division of Community Colleges and Board of Regents representatives who made presentations to the Commission during public meetings related to this study. The Commission ultimately rejected this option on the grounds that it runs counter to the intent expressed in statute that Bright Futures is a merit-based program (Section 240.40201, F.S.).

What percentage of Bright Futures recipients complete the Free Application for Federal Student Aid?

Although current policy does not require students to apply for federal aid in order to receive Bright Futures, nearly two-thirds of the 1998-99 Bright Futures recipients did complete a

FAFSA. Working cooperatively with the Bureau of Student Financial Assistance, the Commission matched its data file of 1998-99 initial Bright Futures recipients against a file consisting of undergraduate students who completed a FAFSA and were Florida residents or indicated that they intended to attend a Florida postsecondary institution. Of the universe of 25,410 1998-99 Bright Futures disbursed initials, 62% were found to have completed a FAFSA. When the data were broken down by Bright Futures award type, 64% of Florida Academic Scholars recipients completed a FAFSA, as did 62% of Florida Merit Scholars and 58% of Gold Seal Vocational Scholars.

How many Bright Futures recipients also receive need-based aid?

Past analyses from the Bureau of Student Financial Assistance have indicated that approximately 12% of Bright Futures recipients also receive an award from the Florida Student Assistance Grant (FSAG), the state's primary need-based program. A Board of Regents analysis indicated that 34% of the Bright Futures recipients who were enrolled as first-time-in-college students in the State University System in Fall 1997 also had financial need, and 31% demonstrated need in excess of the amount of their Bright Futures award (Appendix B, **Table B-4**). The Commission sought to supplement these prior findings by determining the percentage of Fall 1998 initial Bright Futures recipients in the State University System and Community College System who also received a need-based award during the term. For purposes of this analysis, the concept of "need-based aid" was limited to six student aid programs identified by selected state university, community college, and state-level financial aid administrators: Pell Grant, Supplemental Educational Opportunity Grant (SEOG), FSAG, Stafford Loan, Perkins Loan, and Federal Work-Study.

The Commission submitted data files of Fall 1998 Bright Futures recipients to the Division of Community Colleges and Board of Regents to be matched against financial aid records maintained by the sector boards. Taken together, the two files submitted for matching represented about 42% of the degree-seeking Florida residents who (1) enrolled in the Community College and State University Systems in Fall 1998 and (2) had graduated from high school during the prior academic year (Appendix B, **Table B-8**). The 6,143 unique CCS Bright Futures records represented 20.8% of the 29,585 degree- or certificate-seeking students enrolled in the Community College System in Fall 1998 who were Florida residents and graduated from high school August 1997-July 1998. The percentage of eligible freshmen in the Community College System receiving Bright Futures ranged from 70.8% at Florida Keys Community College to 5.2% at Miami-Dade Community College. The 15,610 unique SUS Bright Futures records represented 69.3% of the 22,526 students enrolled in the State University System in Fall 1998 who were Florida residents and had last attended high school July 1997-August 1998. The percentage of eligible freshmen in the State University System receiving Bright Futures ranged from 99.3% at the University of Florida to 33.4% at Florida A & M University.

In both sectors, about one-third of the Fall 1998 Bright Futures award recipients were found to have received some type of need-based award during the semester (**Exhibit 14**). In the Community College System, 29% of Bright Futures recipients received an award from at least one of the identified need-based aid programs, ranging from a low of 27% among

Florida Merit Scholars to a high of 36% among Gold Seal Vocational Scholars. In the State University System, 32% of Bright Futures recipients also received a need-based award. This finding closely approximates the percentage that the Board of Regents found receiving need-based aid in its own analysis from one year prior. When disaggregated by Bright Futures award type, the State University System figures ranged from a low of 22% among Florida Academic Scholars to a high of 51% among Gold Seal Vocational Scholars.

In the Community College System, the Pell Grant and FSAG were the predominant types of need-based aid, received by 18% and 17% of Community College System Bright Futures recipients respectively. The type of need-based aid most often received in the State University System was the Pell Grant, received by 21% of Bright Futures recipients. When the type of need-based aid received was restricted to Pell Grant alone, the following was true regardless of the postsecondary sector attended: Gold Seal Vocational Scholars were the most likely recipients, followed by Florida Merit Scholars then Academic Scholars.

EXHIBIT 14
Fall 1998 Community College and State University System Bright Futures
Disbursed Initials Who Received an Award in Selected Need-Based Aid Programs

	Community College System				State University System			
	FAS	FMS	GSV	Total	FAS	FMS	GSV	Total
Br Futures Recipients, Fall '98	634	4,217	1,292	6,143	5,768	9,130	712	15,610
% Also Receiving Need-Based Aid, Fall '98								
Pell Grant -- Federal	11%	17%	20%	17%	15%	24%	34%	21%
SEOG -- Federal	1%	1%	1%	1%	4%	5%	8%	5%
FSAG -- State	24%	15%	24%	18%	7%	13%	17%	11%
Stafford Loan ⁽¹⁾ -- Federal	1%	2%	2%	2%	7%	21%	28%	16%
Perkins Loan -- Federal	0%	0%	0%	0%	2%	3%	3%	3%
Work-Study -- Federal	1%	1%	1%	1%	2%	4%	5%	3%
% Receiving Any of the Above	31%	27%	36%	29%	22%	37%	51%	32%

NOTE: (1) CCS Stafford Loan data are for the subsidized loan only; SUS data did not differentiate between Stafford subsidized/unsubsidized.
 SOURCES: Bright Futures Database, Florida Division of Community Colleges, and Florida Board of Regents.

Impact on “Brain Drain” and In-State Postsecondary Enrollment Patterns

As noted earlier, one of the common goals of state merit scholarship programs is to address the problem of “brain drain” by encouraging talented students to attend in-state colleges and remain residents after graduation.

Does Florida have a “brain drain” problem?

The *Residence and Migration Report* series, published biennially since Fall 1992 by the National Center for Education Statistics (NCES), include analyses of out-of-state migration by state residents who graduated from high school within the past 12 months. These data, presented in Appendix B, **Table B-5**, suggest that Florida is near the national average in terms of retaining state residents who attend colleges and universities, and the Community College System is particularly effective at retaining state residents who attend public two-year institutions.

- The latest report shows that in Fall 1996, 17.5% of Florida's recent high school graduates attending degree-granting institutions migrated out of the state, ranking Florida 22nd nationally in terms of its effectiveness in retaining its undergraduate state residents.

When the Florida data were disaggregated by institutional type:

- 15.4% of recent high school graduates attending *public four-year institutions* migrated out-of-state, ranking Florida 27th in its effectiveness in retaining undergraduate state residents.
- 1.6% of recent high school graduates attending *private four-year institutions* migrated out-of-state, ranking Florida 27th in retaining undergraduate state residents.
- 1.8% of recent high school graduates attending *public two-year colleges* migrated out-of-state, ranking Florida 13th in retaining state residents.

Has Florida seen an increase in the percentage of Florida high school graduates who choose postsecondary enrollment within its borders?

In interpreting the enrollment trend data presented from here to the end of Section IV, it is important to resist the temptation to attribute to the Bright Futures program sole causality for any observed phenomenon. It is interesting, however, to note trends resulting from Florida's particular mix of educational policies, of which Bright Futures is certainly a new and major part.

In its annual "656" report series, the Florida Education and Training Placement Information Program (FETPIP) publishes various outcomes associated with a given year's public high school graduates during the fall term immediately following high school graduation. Outcomes of interest include employment, continuing education, and military service. From **Exhibit 15** it appears that, at best, Florida has made moderate strides since the early 1990s in terms of public high school graduates who are pursuing some level of postsecondary education within the state. About 50% of all public high school graduates were found enrolled in some level of postsecondary education in Fall 1998. (The Fall 1997 and 1998 FETPIP reports included a separate follow-up analysis for *standard diploma earners* only, but earlier versions of the FETPIP report did not. Therefore, the trend analysis in Exhibit 15 utilizes all public high school graduates.)

EXHIBIT 15

Public High School Graduates Found Enrolled in Florida Postsecondary Education in Fall Term Immediately Following High School Graduation

Div. of Public Schools Grad Year	Follow-Up Period	# Individuals Followed Up	# Found Contin. Education in FL	% Found Contin. Education In FL
1992-93	Fall 1993	83,836	39,968	47.7%
1994-95	Fall 1995	85,511	42,315	49.5%
1996-97	Fall 1997	89,850	45,618	50.8%
1997-98	Fall 1998	97,727	48,461	49.6%

SOURCE: Florida Education and Training Placement Information Program.

Data reflecting the postsecondary enrollment plans of public high school graduates, published annually by the Florida Department of Education, provide additional circumstantial evidence of the impact of the Bright Futures program on students' enrollment choices, particularly to enroll in-state. **Exhibit 16** restricts itself to the universe of public high school graduates who indicated plans to attend a two- or four-year institution, whether public or independent or in- or out-of-state. The data on the left side of the exhibit show a steady downward trend since the early 1990s in the percentage of high school graduates planning to attend out-of-state, from 15% in 1991-92 to 11% in 1997-98. The increasing share of students planning to remain in Florida appears to have benefited the State University System. Whereas 24% of public high school graduates planned to attend the State University System in 1991-92, 35% of 1997-98 graduates planned to do so. This is an 11% positive shift over the same time period when high school seniors with college plans were indicating only a 6% downward shift in plans to attend the Community College System. The right half of Exhibit 16, which displays data from past NCES *Residence and Migration Reports*, demonstrates that high school seniors' plans do not always match the eventual reality. In Fall 1992, 46,666 prior year high school graduates were found enrolled in public or private two and four year institutions. This represented only 88% of the 53,164 students who as public high school seniors had indicated that they planned to attend one of those types of institutions. By Fall 1996, the actual attendance rate had improved to 98% of students who had indicated as seniors that they planned to attend such an institution. When the Fall 1998 NCES *Residence and Migration Report* is released, it will be interesting to see if the same downward trend in non-Florida attendance portended by the postsecondary plans survey has actually occurred.

EXHIBIT 16
Trends in Postsecondary Plans of Florida Public High School Seniors
and Actual Enrollment Activity of Recent High School Graduates,
Including Out-of-State Migration Activity

PLANS						ACTUAL					
HS Grad Year	College-Going Population	Public 2 Yr	Florida Public 4 Yr	Private 2 or 4 Yr	Non-FL College or Univ.	Entering Fall Term	College-Going Population	Public 2 Yr	Florida Public 4 Yr	Private 2 or 4 Yr	Non-FL College or Univ.
1991-92	53,164	54%	24%	7%	15%	1992	46,666	45%	26%	10%	19%
1993-94	52,847	49%	27%	7%	16%	1994	48,192	41%	30%	10%	19%
1995-96	51,160	50%	30%	7%	13%	1996	49,999	40%	31%	11%	17%
1997-98	51,974	48%	35%	7%	11%	1998	data not yet available				

SOURCE: FL Dept of Education, "Postsecondary Plans" Reports.

SOURCE: NCES "Residence & Migration of 1st-Time Freshmen" Reports.

Concern has been expressed, particularly within the Community College System, that the current Bright Futures award structure, which is indexed to tuition levels, may result in a shift toward the State University System in terms of enrollment decisions by students who previously would have chosen to enroll in a community college. The Joint Committee on Bright Futures recommended dealing with this situation by awarding a flat amount for Academic Scholars that would cover the average State University System tuition and fees, and setting flat award amounts for the Merit and Gold Seal Vocational programs that would account for the average Community College System tuition and fees. **Tables B-6 and B-7** in Appendix B may provide some preliminary evidence that such an enrollment shift may be

taking place. According to the Bureau of Student Financial Assistance's year-end report for 1997-98 (**Table B-6**), 63% of all Bright Futures recipients were found in the State University System, and 26% were in the Community College System. By 1998-99, that figure had risen to 67% for the State University System and decreased to 22% for the Community College System (**Table B-7**). (The figures for the independent sector and public vocational-technical sector, 11% and <1% respectively, remained unchanged from year to year.) Closer review shows that the change took place primarily among Vocational Gold Seal Award recipients, where students from the State University System accounted for 37% of recipients in 1997-98 and 44% in 1998-99. Students from the Community College System represented 55% of Gold Seal recipients in 1997-98, down to 48% in 1998-99.

VI. ISSUES AND RECOMMENDATIONS

A. Gold Seal Vocational Scholars Award: Eligibility Criteria

The Florida Gold Seal Vocational Scholars award was created within the Bright Futures Scholarship program to “recognize and reward academic achievement and vocational preparation by high school students who wish to continue their education” (Section 240.40207, F.S.). This section of the statute goes on to stipulate that a student is eligible for a Gold Seal Vocational Scholars award if the student meets the general eligibility requirements for the Bright Futures program and “completes the secondary school portion of a sequential program of studies that requires at least three secondary school vocational credits taken over at least two academic years, *and is continued in a planned, related postsecondary education program*” (Section 240.40207(1)(a), F.S.).

Section 240.40201(7), F.S., permits transfer from the Gold Seal Vocational to the Florida Merit Scholars award through the renewal process. The renewal criteria for both awards are the same, but the length of time one may use the Merit Award (up to 132 semester hours or equivalent) is longer than the period of time one may use the Gold Seal award (up to 90 semester hours or equivalent). According to the Bureau of Student Financial Assistance, of the 9,335 students receiving Gold Seal disbursements in 1998-99, 3,374 (36%) were eligible for and transferred to Merit in 1999-2000. Since it is the Bureau of Student Financial Assistance’s practice to award students the highest-level program for which they qualify, it follows that none of these transfers from Gold Seal had qualified for the Merit award initially.

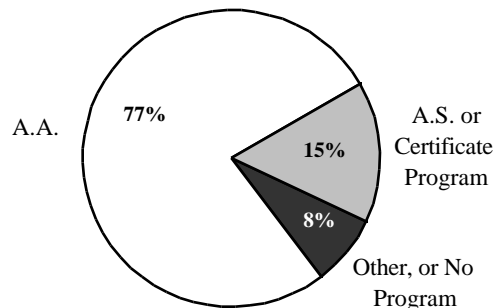
The Commission heard testimony from high school guidance counselors, postsecondary financial aid representatives, and students themselves that students are routinely counseled to take the three-course vocational sequence as a “safety net” in order to satisfy the less-stringent initial eligibility requirements of the Gold Seal Vocational award, often without any intent of pursuing a related postsecondary program. This concern would seem to be corroborated by the most recent Bureau of Student Financial Assistance “Senate Report” which shows that in 1998-99, 44% of all Gold Seal Vocational recipients were enrolled in the State University System (Appendix B, **Table B-7**). The Commission is further concerned that Legislative intent with regard to the Gold Seal Vocational program is not being met as students utilize the Gold Seal’s transfer provisions as a “back door” to the Merit Scholars Award.

In an effort to determine the relatedness of the postsecondary program being pursued by Gold Seal Vocational students, the Commission requested, through the appropriate sector boards, the most recently-declared academic major of Gold Seal initial recipients enrolled in the State University and Community College Systems in Fall 1998. From the academic major titles returned by the Board of Regents about the baccalaureate degrees being pursued by Gold Seal Vocational recipients in the SUS, it was impossible to make definitive judgments about the degree program’s vocational nature or its relatedness to the vocational sequence taken in high school. It was notable, however, that the distribution of academic majors

declared by Gold Seal Vocational initial recipients in the SUS did not differ materially from the majors declared by Florida Academic and Merit Scholars (Appendix B, **Table B-9**). Of the 711 matched records, 179 (25.2%) of the Gold Seal disbursed initials were undeclared and another 66 (9.3%) were enrolled in Liberal Arts or Interdisciplinary programs. Therefore, the most conservative estimate possible is that at least 34.5% of the Fall 1998 initial Gold Seal recipients in the State University System were enrolled in postsecondary education programs not classified as vocational and certainly not related to the high school vocational program.

Determining whether a student's postsecondary educational program is vocational or not is more straightforward in the Community College System. Of the 1,292 records submitted to the Division of Community Colleges, 1285 were matched and returned. Of those, only 197 (15.3%) were enrolled in vocational certificate or Associate in Science degree programs. The majority of Gold Seal students in the Community College System were enrolled in the Associate in Arts degree program, with 988 (75.1%) enrolled in the A.A./General Transfer program and 23 (1.8%) enrolled in an A.A. program with a specialty area. One student was enrolled in an Adult High School program, and 99 (7.7%) were not officially enrolled in any academic program. The findings pertaining to Fall 1998 Gold Seal disbursed initials in the Community College System are summarized by the graphic in **Exhibit 17**.

EXHIBIT 17
Program of Study of Gold Seal Vocational Disbursed Initials
Enrolled in the Florida Community College System, Fall 1998



The testimony the Commission received and the data presented here call into question the appropriateness of State University System students receiving the Gold Seal Vocational Scholars award. The Commission favors limiting use of the Gold Seal Vocational award to institutions that offer vocational training programs, rather than basing the assumption of the scholarship recipient's vocational intent on a three-course high school vocational sequence with a demonstrably tenuous link to subsequent postsecondary enrollment and program choice.

Recommendation 1:

Beginning with the 2001-02 award year, eligibility for the Florida Gold Seal Vocational Scholars award should be limited to students enrolled in programs of two years or less at a community college or vocational-technical institution. After

completing an associates degree (A.A., A.S., or A.A.S.), Gold Seal students who satisfy the renewal criteria for the Florida Merit Scholars award should be able to renew as Florida Merit Scholars for enrollment in a program offered by a four-year college or university.

Recommendation 2:

Section 240.40207(1)(a), Florida Statutes, should be amended to read:

(1) A student is eligible for a Florida Gold Seal Vocational Scholars award if the student meets the general eligibility requirements for the Florida Bright Futures Scholarship Program and the student:

(a) ~~Completes the secondary school portion of a sequential program of studies that requires at least three secondary school vocational credits taken over at least 2 academic years, and is continued in a planned, related postsecondary education program. If the student's school does not offer such a two plus two or tech prep program, the student must complete a job preparatory career education program selected by the Occupational Forecasting Conference or the Workforce Development Board of Enterprise Florida for its ability to provide high wage employment in an occupation with high potential for employment opportunities. On-the-job training may not be substituted for any of the three required vocational credits.~~

The recommendation to retain the requirement that students take at least three secondary school vocational credits is grounded in the Commission's belief that vocational education and exploration at the high school level is intrinsically important in its own right. Recommendation 1, to limit use of the Gold Seal Vocational Scholars award to students enrolled in institutions offering associates degree and vocational certificate training programs, is intended to bring current practice into closer alignment with the statutory language. This recommendation would have minimal effect on the State University System and independent institutions, where the Gold Seal Vocational accounted for about one-tenth of all Bright Futures awardees in 1998-99. The recommendation would lend support to the "2+2" articulation concept, result in cost-savings to the state, and place Gold Seal Vocational recipients in a postsecondary setting for the first two years where they might be more likely to achieve sufficient academic success to renew the award.

B. Florida Merit Scholars Award: Initial Eligibility Criteria

The criteria for initial eligibility for a Bright Futures Scholarship award have been criticized as too lenient. Two statistics have been widely cited in policy circles and the media:

1. 10% of Bright Futures recipients also took at least one remedial course in 1997-98. (As discussed in Section V above, this was an artifact of a policy pertaining to the old Florida Gold Seal Vocational Endorsement Program, that had no test score requirement to qualify

for that award. Individual subtest score requirements have since been phased in for the current Vocational Gold Seal award.)

2. 68% of Florida resident first-time-in-college students in the 1997-98 State University System freshman class received a Bright Futures award, with the System high being 97% at the University of Florida (Appendix B, **Table B-4**).

The Commission heard testimony from the Chair of the House of Representatives' Committee on Colleges and Universities that concern has focused on the Florida Merit Scholars (FMS) Award, in part because the test score requirement for the FMS Award -- SAT I combined score of at least 970, or equivalent -- is below 1999 Florida and national averages (997 and 1,016, respectively). In February 1999, the Bureau of Student Financial Assistance reported the results of a test score analysis which showed that raising the requirement to an SAT I combined score of 1020 or equivalent would improve second-year renewal rates. The Bureau of Student Financial Assistance report raised the concern, however, about the potential negative impact that increasing the test score requirement would have on student groups traditionally underrepresented in higher education, particularly minority and low-income students.

To assess the adequacy of the initial eligibility criteria for the Florida Merit Scholars award, the Commission examined the rate at which the cohort of 1997-98 initial recipients satisfied the FMS renewal criteria, making them eligible to renew the scholarship for their second year of postsecondary attendance. Recall from the second year renewal eligibility data presented in Exhibit 10 that second year eligibility rates for Florida Merit Scholars and Gold Seal Vocational initial recipients were fairly similar, at 65% and 60% respectively. The rates for Florida Academic Scholars who were eligible to renew under the FAS program were considerably higher, at 80%. If we assume that a second year renewal rate of approximately 70% (the midpoint between the Gold Seal and Florida Academic Scholars renewal eligibility rates) is desirable for the Florida Merit Scholars as the Bright Futures program's "middle tier" award, **Exhibit 18** demonstrates that various combinations of high school GPA and test score requirements would achieve that goal. A sliding scale approach could even be adopted.

EXHIBIT 18
Second Year Renewal Eligibility Rates for Florida Merit Scholars
Receiving Initial Awards in 1997-98, by SAT Score and High School GPA

SAT I Combined Score	High School GPA					
	>=3.0	>=3.1	>=3.2	>=3.3	>=3.4	>=3.5
any test score	65.1%	66.9%	68.7%	70.7%	72.6%	74.8%
>=970	65.5%	67.3%	69.1%	71.1%	73.0%	75.2%
>=1000	66.9%	68.6%	70.6%	72.5%	74.3%	76.5%
>=1020	67.3%	69.0%	71.0%	72.9%	74.5%	76.7%
>=1050	68.3%	69.9%	71.8%	73.8%	75.3%	77.4%
>=1070	68.8%	70.4%	72.3%	74.3%	75.8%	77.8%

SOURCE: Bright Futures Database.

Based on data from the cohort of 1997-98 initial recipients, adjusting the test score requirement alone appears to be a less efficient means of achieving the desired second year renewal eligibility rate than does increasing the required high school GPA. Increasing the SAT requirement by 10.3% (from 970 to 1070) would result in approximately the same rate of second year renewal eligibility as raising the GPA requirement by 6.7% (from 3.0 to 3.2). A compromise approach would be to raise the GPA requirement to 3.1 and the test score to 1020, exceeding the national average of 1016. From an equity standpoint, the less the state relies on the test score criterion, the better. Some have even suggested that the test score be removed altogether as a criterion for the scholarship. However, the Commission recommends retaining the test score criterion as a hedge against grade inflation and variations in districts' grading practices. In the ensuing recommendation, the Commission opts for a compromise approach that adjusts both the high school GPA and the test score requirement, on the grounds that the test score criterion for the state's middle tier merit award should exceed state and national averages for the SAT I Reasoning test.

Recommendation 3:

The minimum combined SAT I equivalent test score for the Florida Merit Scholars Award should be increased from 970 to 1020, and the high school GPA requirement should be increased from 3.0 to 3.1. The change should take effect beginning with the 2004-05 award year to allow students time for sufficient curricular planning.

Had Recommendation 3 been in place in 1998-99, it would have had the effect of reducing the pool of Florida Merit Scholar disbursed initials by 25%, from 15,579 to 11,684 (**Exhibit 19**). Aside from improvement in academic success rates of FMS recipients, the state would realize cost savings as most non-qualifiers likely would have qualified for the Gold Seal Vocational Award and, under the scenario envisioned by Recommendation 1, attended lower cost institutions.

As noted earlier, the Bureau of Student Financial Assistance and others have voiced concerns about the impact on the eligibility of minority and low-income students if the criteria were raised. Exhibit 19 provides two perspectives on this issue. It is true that under the criteria proposed in Recommendation 3, the greatest percentage decrease is for Black, Hispanic, and Native American students, as well as for students from lower income families. However, the relative share represented by any one group in terms of gender, race/ethnicity, or family income remains largely unchanged. Perhaps the more basic question that needs to be kept in mind is whether a merit scholarship is the most efficient mechanism by which the state attempts to advance important policy goals such as access or diversity. In considering this question, as they had when rejecting the option to consider financial need in awarding the scholarship, the Commission members charged with considering this study came back to the fact that the Legislature established Bright Futures as a merit-based program. The Commission wishes to keep the focus of the criteria of the Bright Futures program on the meritorious intent for which it was established.

This study serves as a reminder of the need for continued monitoring of the academic performance of Bright Futures Scholarship recipients. This is especially true given the size

of the state's investment in this significant segment of Florida's postsecondary-going population. The Commission first recommended that the Bureau of Student Financial Assistance annually track the postsecondary enrollments, retention, and graduation rates of Bright Futures recipients in its 1999 *Evaluation of Florida's Two-Plus Two Articulation System*. That recommendation is reiterated here. Indeed, retention and graduation rates of Bright Futures recipients have been proposed as performance measures to assess the effectiveness of the state's financial aid program under the performance-based program budgeting process.

EXHIBIT 19
1998-99 Disbursed Initial Florida Merit Scholars
by Gender, Race/Ethnicity, and Family Income

Under Current and Proposed SAT Score and High School GPA Criteria

	Eligible Under	Eligible Under Proposed Criteria ⁽²⁾		Percent Change	Share of Total Under Current Criteria	Share of Total Under Proposed Criteria
	Current Criteria ⁽¹⁾	no. excluded upon increase	new N			
<i>All FMS</i>	15,579	3,895	11,684	-25%		
<i>by Gender</i>						
Female	9,685	2,446	7,239	-25%	62.2%	62.0%
Male	5,882	1,449	4,433	-25%	37.8%	38.0%
Total	15,567	3,895	11,672	-25%	100%	100%
<i>by Race/Ethnicity</i>						
Amer. Indian	31	10	21	-32%	0.2%	0.2%
Asian	646	156	490	-24%	4.2%	4.2%
Black	1,367	434	933	-32%	8.8%	8.0%
Hispanic	1,737	522	1,215	-30%	11.2%	10.4%
White	11,524	2,726	8,798	-24%	74.1%	75.4%
Other	252	45	207	-18%	1.6%	1.8%
Total	15,557	3,893	11,664	-25%	100%	100%
<i>by Family Income</i>						
< \$10K	331	110	221	-33%	2.9%	2.6%
\$10-20K	970	275	695	-28%	8.5%	8.1%
\$20-30K	1,454	370	1,084	-25%	12.8%	12.7%
\$30-40K	1,746	440	1,306	-25%	15.4%	15.2%
\$40-50K	1,419	367	1,052	-26%	12.5%	12.3%
\$50-60K	1,357	346	1,011	-25%	11.9%	11.8%
\$60-70K	1,011	226	785	-22%	8.9%	9.2%
\$70-80K	917	210	707	-23%	8.1%	8.3%
\$80-100K	988	216	772	-22%	8.7%	9.0%
> \$100K	1,180	244	936	-21%	10.4%	10.9%
Total	11,373	2,804	8,569	-25%	100%	100%

NOTES: Includes students for whom test score or HS GPA were not the basis for awarding the scholarship.

(1) High school GPA ≥ 3.0 and SAT combined score (or equivalent) ≥ 970 .

(2) High school GPA ≥ 3.1 and SAT combined score (or equivalent) ≥ 1020 .

SOURCE: Bright Futures Database and The College Board.

The State University and Community College Systems each have added Bright Futures data elements to the financial aid portion of their student record systems and could readily incorporate tracking of Bright Futures cohorts into the tracking of degree-seeking first-time-in college students already being done for statewide accountability purposes. However, there is no such student-level record repository at the state level for independent two- and four-year institutions, whose students account for about 11% of all Bright Futures awards. Nearly 95% of the Bright Futures awards to students at independent institutions in 1998-99 were at the University of Miami and the institutions that constitute the Independent Colleges and Universities of Florida (ICUF). This group of institutions already provides graduation rate data to the State in an annual accountability report. The Bureau of Student Financial Assistance should begin negotiations with these institutions to determine the feasibility of having these institutions track their Bright Futures cohorts themselves and report the graduation rates back to the Bureau in a format similar to that contained in the independent sector accountability report.

Recommendation 4:

The Bureau of Student Financial Assistance should annually monitor the renewal, persistence, and graduation rates of cohorts of initial Bright Futures Scholarship recipients as they progress through postsecondary education and graduation. Separate cohorts should be developed annually for each award type and sector of postsecondary education.

C. Enhancing Students' Awareness of the Bright Futures Scholarship Program

Section 240.40201(3), F.S., stipulates that the Florida Department of Education must advertise the availability of the Bright Futures Scholarship program and must notify students, teachers, parents, guidance counselors, and principals or other relevant school administrators of the criteria and application procedures. During the course of this study, the Commission received testimony from students that they had become aware of the scholarship late in their postsecondary decision-making process, or happened to hear about the scholarship upon visiting their high school guidance office. Taken together, testimony from students and secondary school personnel led the Commission to conclude that schools' efforts in this area are, at best, uneven. The extent to which students have not applied for the scholarship because, at least in part, they were not made aware of the scholarship or its requirements or were not academically advised in a timely fashion remains an open question. It should be noted that the students appearing before the Commission entered the Bright Futures program shortly after its inception. As the program has matured and the Bureau of Student Financial Assistance has added more staff to its Bright Futures office, the Department of Education and the Bureau have undertaken several initiatives to advertise the scholarship program:

- Established an official Bright Futures Internet site which is updated frequently.
- Developed the Postsecondary Guide for college financial aid counselors, the Ambassadors Guide for high school counselors, and facilitated workshops around the state for high school counselors.

- Identified a district contact person in each of the 67 public school districts to disseminate information about the Bright Futures program and held training sessions for these individuals at 11 sites around the state.
- Formed a Bright Futures Advisory Committee consisting of secondary education personnel and representatives from various sectors of postsecondary education.
- Distributed to all high school students an informational brochure containing scholarship requirements.
- Distributed a Question & Answer mailing to all renewal students.
- Distributed to public and private high schools throughout the state colorful informational posters designed to increase awareness about the program among high school students.
- Participated in the Board of Regents Admissions Workshops held early in each fall semester.

Even so, the Commission wishes to emphasize the importance of ensuring early student and parental awareness about the scholarship and its requirements. Testimony was given that academic planning to take the appropriate courses to qualify one for the scholarship must begin as early as middle school. Various suggestions were offered as to how to enhance awareness on the part of students and their parents, such as: including the course distribution, GPA, and test score requirements for each Bright Futures award on high school course advisement or registration forms; requiring a parent's signature on the advisement or registration form; and developing another, more general, Bright Futures informational brochure targeted to middle school students. Finally, it was suggested that school districts could learn from each other by sharing successful strategies for increasing early student awareness and parental involvement.

Recommendation 5:

The Bureau of Student Financial Assistance, in cooperation with the Bright Futures Advisory Committee, should develop and implement a plan to promote early student and parental awareness of the requirements of the Florida Bright Futures Scholarship program. One element of the plan should be to compile and disseminate to all Florida middle and secondary schools a list of "best practices" for informing students and parents of program requirements.

The College Ready Diploma

In Challenges and Choices: The Master Plan for Florida Postsecondary Education (1998), the Commission asserted that high school graduates' college continuation rates and college students' academic success could be improved by increasing the rigor of the curriculum content they master in high school (p. 20). Toward that end, the ***Master Plan*** contained recommendations that the Florida Department of Education should: (1) work collaboratively with the Board of Regents and State Board of Community Colleges to encourage all high

school students to take the college preparatory curriculum; and (2) establish as a goal the attainment of the College Ready Diploma as a requirement for graduation from all Florida public schools. Under the College Ready Diploma program established by the 1997 Florida Legislature (Section 232.2466, F.S.), school districts now award a differentiated College Ready Diploma to each student who:

- (a) successfully completes the requirements for a standard high school diploma as prescribed by Section 232.246, F.S. Among courses taken to fulfill the 24 academic credit requirement, a student must take high school courses that are adopted by the Board of Regents and recommended by the State Board of Community Colleges as college-preparatory courses (prescribed in Board of Regents Rule 6C-6.002).
- (b) takes the postsecondary education common placement test prescribed in Section 240.117, F.S., or an equivalent test identified by the State Board of Education, before graduation and scores at or above the established statewide passing score in each test area.

A college-ready diploma entitles a student to be admitted, without additional placement testing, to a public postsecondary education program that terminates in a technical certificate, an applied technology diploma, an associate in applied science degree, an associate in science degree, or an associate in arts degree, *if* the student enters postsecondary education within two years after earning the College Ready Diploma.

The important thing to note within the context of this discussion is that the course distribution requirements for the College Ready Diploma (Section 232.2466, F.S.) are the same as those for the Bright Futures Florida Academic Scholars and Florida Merit Scholars awards (Sections 240.40205(1)(a) and 240.40206(1)(a), F.S.), although the Bright Futures awards do carry additional test score and high school GPA requirements. Statute provides that incentives may be established to encourage students to earn the College Ready Diploma. The Commission wishes to emphasize that the prospect of earning a Bright Futures Scholarship provides a primary incentive for students to take the college-preparatory curriculum required for the College Ready Diploma. Then, students who earn the College Ready Diploma, even if they fail to qualify for a Bright Futures award, have still bettered their chances for a smooth transition to college, academic success, and certificate or degree completion. This is the core of the message that Recommendation 5 above seeks to communicate to students and their parents.

Student Representation on the Bright Futures Advisory Committee

Finally, testimony received during the course of this study brought to the Commission's attention that the makeup of the Bright Futures Advisory Committee currently contains no student representation. The Commission believes that student representatives should be added to the membership of the Advisory Committee, providing a valuable perspective as to how proposed policies and administrative procedures would affect students. Section 240.40204, F.S. (see Appendix C) enumerates the types of eligible postsecondary education institutions at which students may use the Bright Futures Scholarship -- Florida public

universities, community colleges, or technical centers, or independent Florida colleges or universities that meet certain conditions. Each of these sectors of Florida postsecondary education should be allowed to name a student representative to the Bright Futures Advisory Committee. Existing groups such as the Florida Student Association (State University System) and the Florida Community College Student Government Association (Community College System) could assist in the student representative nominating process.

Recommendation 6:

The Bright Futures Advisory Committee should include one student representative from each of the types of eligible postsecondary institutions: Florida public university, community college, technical center, and Florida independent college or university.

VII. CONCLUSION

In Florida, the relationship between merit- and need-based aid remains a balancing act. Florida law directs that student financial aid shall be provided primarily on the basis of financial need (Section 240.437(2)(a), F.S.). The Commission is encouraged that the Department of Education's 2000-01 budget request does this by providing support for the Bright Futures Scholarship program adequate to cover projected expenses while maintaining the primacy of need-based aid so that the latter represents 54% of state financial aid resources overall. The Governor's budget for FY 2000-01 includes a 50% increase in the Florida Student Assistance Grant (FSAG), Florida's primary need-based financial aid program.

The Commission has continually encouraged the consideration of both need and merit in the distribution of aid. In its 1998 *Master Plan*, the Commission stated that "past state appropriations for need-based aid have not kept pace with either the number of eligible applicants or the extent of their need" and restated its view that "both need and merit should be considered in the distribution of student financial aid." With regard to the Bright Futures Scholarship program, the Commission's position is in agreement with that of the Florida Council of Student Financial Aid Advisors, whose *1999 Annual Report on State Financial Aid Programs* recommends that the Bright Futures program should remain focused on merit and that any need-based efforts should be directed to the full funding of the FSAG program.

The Commission has consistently recommended that applicants for any of the state's financial aid programs submit need analysis data to ensure the adequacy of the state's need-based resources and to identify all students who qualify for need-based aid. The 1998 Master Plan 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.

Similarly, the Commission's 1999 *Evaluation of Florida's Two-Plus-Two Articulation System* recommended that the application process for the Bright Futures Scholarship program include the submission of a completed Free Application for Federal Student Aid (FAFSA) form. The Commission reiterates that position here, noting that Louisiana, which requires the FAFSA for participation in its Tuition Opportunity Program for Students, saw a 17% increase in Pell Grant recipients after initiating its program (Selingo, 1999). Given that 22% of the 1998-99 initial recipients in the Bright Futures program were from families with annual incomes under \$30,000, we would have expected a higher percentage than the 13% we found receiving FSAG in the Community College and State University Systems.

A commitment to a strong merit-based program certainly makes sense if Florida wishes to keep its most talented students in the state. In pursuing that policy, however, the state must not relent in its support of Florida's neediest students.

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APPENDIX A

Individuals Appearing Before the Access Committee
of the Postsecondary Education Planning Commission

Bright Futures Study

**Individuals Appearing Before the Access Committee
of the Postsecondary Education Planning Commission**

Bright Futures Study

June 25, 1999: St. Petersburg

Rep. Robert Casey	<i>Chair, Florida House of Representatives' Committee on Colleges and Universities</i>
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August 13, 1999: Fort Lauderdale

Ms. Theresa Antworth	<i>Director of State Programs, Bureau of Student Financial Assistance</i>
Mr. Martin Carney	<i>Director of Student Financial Assistance Services, University of Miami</i>
Ms. Anna Lugo	<i>Student, University of Miami</i>
Ms. Martha Metz	<i>Financial Aid Director, Concorde Career Institute (Lauderdale Lakes)</i>
Dr. John Winn	<i>Coordinator, Education Policy Unit, Governor's Office of Planning and Budgeting</i>

September 17, 1999: Tampa

Ms. Theresa Antworth	<i>Director of State Programs, Bureau of Student Financial Assistance</i>
Mr. Leonard Gude	<i>Director of Student Financial Aid, University of South Florida and Chair, Florida Council of Student Financial Aid Advisors</i>
Ms. Kay Noble	<i>Guidance Resource Specialist, Polk County Schools</i>
Ms. Michela Pierre	<i>Student, University of South Florida</i>

October 22, 1999: Orlando

Ms. Linda Downing	<i>Director of Financial Aid Services, Valencia Community College</i>
Ms. Debi Gallay	<i>Associate Vice Chancellor for Planning Budgeting, & Policy Analysis, Florida Board of Regents</i>
Ms. Connie Graunke	<i>Educational Policy Director, Florida Division of Community Colleges</i>
Ms. Hannah Holbrook	<i>Student, Valencia Community College</i>

APPENDIX B

Supplemental Data Tables

TABLE B-1

Total Undergraduate Grant Aid Awarded by State Grant Programs, 1997-98
 (\$ amounts in millions)

STATE	Total Grant Aid Awarded	Need-Based Aid Awarded	Non Need-Based		
			Aid Awarded	% of Total	State Rank
Georgia	\$ 209.201	\$ 1.056	\$ 208.145	99.5%	1
Florida	\$ 134.307	\$ 35.675	\$ 98.632	73.4%	2
Alabama	\$ 7.895	\$ 2.272	\$ 5.623	71.2%	3
New Mexico	\$ 37.466	\$ 14.509	\$ 22.957	61.3%	4
Louisiana	\$ 19.590	\$ 8.190	\$ 11.400	58.2%	5
North Carolina	\$ 84.068	\$ 37.094	\$ 46.974	55.9%	6
Missouri	\$ 29.022	\$ 14.692	\$ 14.330	49.4%	7
Oklahoma	\$ 25.664	\$ 16.918	\$ 8.746	34.1%	8
Ohio	\$ 139.349	\$ 92.948	\$ 46.401	33.3%	9
Virginia	\$ 83.309	\$ 59.256	\$ 24.053	28.9%	10
Colorado	\$ 41.752	\$ 31.668	\$ 10.084	24.2%	11
Arkansas	\$ 15.403	\$ 13.162	\$ 2.241	14.5%	12
Maryland	\$ 43.396	\$ 37.192	\$ 6.204	14.3%	13
Illinois	\$ 311.458	\$ 288.872	\$ 22.586	7.3%	14
Wisconsin	\$ 53.706	\$ 50.536	\$ 3.170	5.9%	15
New Jersey	\$ 161.403	\$ 153.416	\$ 7.987	4.9%	16
Tennessee	\$ 21.217	\$ 20.438	\$ 0.779	3.7%	17
Washington	\$ 70.933	\$ 69.427	\$ 1.506	2.1%	18
Indiana	\$ 86.439	\$ 85.035	\$ 1.404	1.6%	19
Iowa	\$ 45.385	\$ 44.897	\$ 0.488	1.1%	20
New York	\$ 642.969	\$ 636.763	\$ 6.206	1.0%	21
Kansas	\$ 10.379	\$ 10.311	\$ 0.068	0.7%	22
Massachusetts	\$ 74.405	\$ 74.344	\$ 0.061	0.1%	23
Vermont	\$ 12.333	\$ 12.325	\$ 0.008	0.1%	24
Minnesota	\$ 96.433	\$ 96.398	\$ 0.035	0.0%	25
Connecticut	\$ 26.364	\$ 26.360	\$ 0.004	0.0%	26
West Virginia	\$ 12.139	\$ 12.139		0.0%	
Oregon	\$ 15.795	\$ 15.795		0.0%	
South Carolina	\$ 21.917	\$ 21.917		0.0%	
Puerto Rico	\$ 25.520	\$ 25.520		0.0%	
Kentucky	\$ 27.199	\$ 27.199		0.0%	
Texas	\$ 60.670	\$ 60.670		0.0%	
Michigan	\$ 90.475	\$ 90.475		0.0%	
Pennsylvania	\$ 251.551	\$ 251.551		0.0%	
California	\$ 284.412	\$ 284.412		0.0%	
U.S.	\$ 3,273.524	\$ 2,723.432	\$ 550.092	16.8%	

SOURCE: April 1999. National Association of State Student Grant and Aid Programs, *29th Annual Survey Report: 1997-98 Academic Year.*

TABLE B-2

4 Year History of Bright Futures Appropriations, Expenditures, and Participants

		Academic Scholars (1996-97 FUSF)	Top Scholars	Merit Scholars	Gold Seal Scholarship (1996-97 VGS)	Program Total
1996-97	Appropriated	\$ 32,890,671	\$ 201,000		\$ 12,994,777	\$ 46,086,448
	Actual No. Students	16,115	222		9,903	26,240
	Expended	\$ 32,354,941	\$ 187,480		\$ 13,238,229	\$ 45,780,650
1997-98	Appropriated					\$ 75,000,000
	Actual No. Students	18,866	200	13,387	10,791	43,244
	Expended	\$ 43,603,062	\$ 289,874	\$ 15,242,245	\$ 10,431,788	\$ 69,566,969
1998-99	Appropriated					\$ 120,000,000
	Actual No. Students	21,585	216	25,145	9,335	56,281
	Expended	\$ 51,827,637	\$ 302,434	\$ 31,153,146	\$ 10,049,353	\$ 93,332,570
99-2000	Appropriated					\$ 130,000,000
	Projected No. Students	30,205	180	23,215	16,843	70,443

SOURCE: "4-Year History of Programs," Bureau of Student Financial Assistance.

TABLE B-3

1997-98 Florida High School Graduates Receiving a Bright Futures Scholarship in 1998-99,
by School District of Origin

Public High Schools Only

School District	PUBLIC		Br Futures, % of Public HS Grads	
	High School Graduates ⁽¹⁾	Br Futures Recipients ⁽²⁾	%	Rank
ALACHUA	1,348	420	31.2%	4
BAKER	214	43	20.1%	53
BAY	1,129	340	30.1%	8
BRADFORD	203	34	16.7%	62
BREVARD	3,162	964	30.5%	5
BROWARD	9,112	2081	22.8%	47
CALHOUN	108	30	27.8%	23
CHARLOTTE	821	207	25.2%	32
CITRUS	630	179	28.4%	17
CLAY	1,250	289	23.1%	45
COLLIER	1,145	279	24.4%	38
COLUMBIA	318	94	29.6%	10
DADE	13,586	1736	12.8%	69
DESOTO	172	27	15.7%	64
DIXIE	106	20	18.9%	57
DUVAL	4,473	900	20.1%	52
ESCAMBIA	2,080	417	20.0%	54
FLAGLER	296	90	30.4%	6
FRANKLIN	65	11	16.9%	61
GADSDEN	296	22	7.4%	71
GILCHRIST	137	37	27.0%	25
GLADES	47	11	23.4%	42
GULF	131	34	26.0%	30
HAMILTON	114	24	21.1%	50
HARDEE	275	60	21.8%	49
HENDRY	286	46	16.1%	63
HERNANDO	767	179	23.3%	43
HIGHLANDS	502	136	27.1%	24
HILLSBOROUGH	6,208	1666	26.8%	26
HOLMES	216	32	14.8%	65
INDIAN RIVER	542	152	28.0%	19
JACKSON	410	121	29.5%	11
JEFFERSON	77	10	13.0%	68
LAFAYETTE	67	19	28.4%	18
LAKE	1,174	295	25.1%	33
LEE	2,431	604	24.8%	35
LEON	1,404	417	29.7%	9
LEVY	235	49	20.9%	51
LIBERTY	73	21	28.8%	16
MADISON	142	21	14.8%	66
MANATEE	1,181	271	22.9%	46
MARION	1,619	398	24.6%	36
MARTIN	622	174	28.0%	20
MONROE	416	121	29.1%	15
NASSAU	507	98	19.3%	56
OKALOOSA	1,671	418	25.0%	34
OKEECHOBEE	241	57	23.7%	40
ORANGE	5,490	1271	23.2%	44
OSCEOLA	1,319	234	17.7%	60
PALM BEACH	5,714	1369	24.0%	39
PASCO	1,741	485	27.9%	22
PINELLAS	4,525	1333	29.5%	13
POLK	3,121	767	24.6%	37
PUTNAM	493	98	19.9%	55
SANTA ROSA	985	258	26.2%	28
SARASOTA	1,498	402	26.8%	27
SEMINOLE	2,836	991	34.9%	1
ST. JOHNS	766	214	27.9%	21
ST. LUCIE	1,009	190	18.8%	58
SUMTER	222	58	26.1%	29
SUWANNEE	322	73	22.7%	48
TAYLOR	139	44	31.7%	3
UNION	113	29	25.7%	31
VOLUSIA	2,598	786	30.3%	7
WAKULLA	178	42	23.6%	41
WALTON	254	33	13.0%	67
WASHINGTON	182	34	18.7%	59
SCH FOR DEAF/BLIND	25	2	8.0%	70
FAMU LAB SCH	48	14	29.2%	14
FSU LAB SCH	95	28	29.5%	12
UF LAB SCH	82	28	34.1%	2
OUT OF STATE HS, ON BR FUTURES				
STATE TOTALS	95,764	22,437	23.4%	

NOTES: (1) Public HS grads are standard diploma recipients only. (2) Bright Futures recipients include all award types.

SOURCES: Florida Department of Education, and Bright Futures database.

TABLE B-3 (cont'd.)

**1997-98 Florida High School Graduates Receiving a Bright Futures Scholarship in 1998-99,
by School District of Origin**

Nonpublic High Schools Only

School District	NONPUBLIC		Br Futures, % of Priv HS Grads	
	High School Graduates	Br Futures Recipients**	%	Rank
ALACHUA	63	14	22.2%	30
BAKER				
BAY	36	11	30.6%	11
BRADFORD	1		0.0%	46
BREVARD	311	88	28.3%	18
BROWARD	1,627	468	28.8%	16
CALHOUN				
CHARLOTTE	2		0.0%	46
CITRUS	4	1	25.0%	23
CLAY	209	23	11.0%	40
COLLIER	80	25	31.3%	9
COLUMBIA	1	1	100.0%	1
DADE	2,575	614	23.8%	27
DESOTO	2		0.0%	46
DIXIE				
DUVAL	892	203	22.8%	29
ESCAMBIA	223	56	25.1%	21
FLAGLER	3		0.0%	46
FRANKLIN				
GADSDEN	34	16	47.1%	5
GILCHRIST	17	2	11.8%	35
GLADES	4		0.0%	46
GULF	1	1	100.0%	1
HAMILTON				
HARDEE	1	1	100.0%	1
HENDRY	3		0.0%	46
HERNANDO	19	9	47.4%	4
HIGHLANDS	26	2	7.7%	42
HILLSBOROUGH	756	257	34.0%	8
HOLMES				
INDIAN RIVER	83	15	18.1%	31
JACKSON	7	2	28.6%	17
JEFFERSON	23	7	30.4%	12
LAFAYETTE				
LAKE	60	7	11.7%	36
LEE	310	77	24.8%	25
LEON	169	58	34.3%	7
LEVY	2		0.0%	46
LIBERTY				
MADISON				
MANATEE	239	27	11.3%	37
MARION	161	19	11.8%	34
MARTIN	23	2	8.7%	41
MONROE	16	6	37.5%	6
NASSAU	8	1	12.5%	32
OKALOOSA	36	4	11.1%	38
OKEECHOBEE	4	1	25.0%	24
ORANGE	720	211	29.3%	15
OSCEOLA	23	1	4.3%	44
PALM BEACH	781	196	25.1%	22
PASCO	48	6	12.5%	33
PINELLAS	604	185	30.6%	10
POLK	172	41	23.8%	28
PUTNAM	18	1	5.6%	43
SANTA ROSA	27	1	3.7%	45
SARASOTA	171	44	25.7%	20
SEMINOLE	225	67	29.8%	14
ST. JOHNS	81	21	25.9%	19
ST. LUCIE	105	26	24.8%	26
SUMTER	3		0.0%	46
SUWANNEE	9	1	11.1%	39
TAYLOR				
UNION				
VOLUSIA	145	44	30.3%	13
WAKULLA	1		0.0%	46
WALTON		1		
WASHINGTON				
SCH FOR DEAF/BLIND				
FAMU LAB SCH				
FSU LAB SCH				
UF LAB SCH				
OUT OF STATE HS, ON BR FUTURES				
STATE TOTALS	11,164	2,864	25.7%	

NOTES: (1) Bright Futures recipients include all award types.
SOURCES: Florida Department of Education, and Bright Futures database.

TABLE B-3 (cont'd.)

1997-98 Florida Public and Nonpublic High School Graduates Receiving a Bright Futures Scholarship in 1998-99,
by School District of Origin

Public and Nonpublic High Schools

School District	ALL (PUBLIC + NONPUBLIC)		Br Futures, % of All HS Grads	
	High School Graduates ⁽¹⁾	Br Futures Recipients ⁽²⁾	%	Rank
ALACHUA	1,411	434	30.8%	4
BAKER	214	43	20.1%	54
BAY	1,165	351	30.1%	8
BRADFORD	204	34	16.7%	63
BREVARD	3,473	1,052	30.3%	5
BROWARD	10,739	2,549	23.7%	41
CALHOUN	108	30	27.8%	19
CHARLOTTE	823	207	25.2%	32
CITRUS	634	180	28.4%	17
CLAY	1,459	312	21.4%	48
COLLIER	1,225	304	24.8%	34
COLUMBIA	319	95	29.8%	10
DADE	16,161	2,350	14.5%	68
DESOTO	174	27	15.5%	65
DIXIE	106	20	18.9%	58
DUVAL	5,365	1,103	20.6%	52
ESCAMBIA	2,303	473	20.5%	53
FLAGLER	299	90	30.1%	9
FRANKLIN	65	11	16.9%	62
GADSDEN	330	38	11.5%	70
GILCHRIST	154	39	25.3%	31
GLADES	51	11	21.6%	47
GULF	132	35	26.5%	26
HAMILTON	114	24	21.1%	49
HARDEE	276	61	22.1%	46
HENDRY	289	46	15.9%	64
HERNANDO	786	188	23.9%	39
HIGHLANDS	528	138	26.1%	27
HILLSBOROUGH	6,964	1,923	27.6%	21
HOLMES	216	32	14.8%	66
INDIAN RIVER	625	167	26.7%	25
JACKSON	417	123	29.5%	12
JEFFERSON	100	17	17.0%	61
LAFAYETTE	67	19	28.4%	18
LAKE	1,234	302	24.5%	37
LEE	2,741	681	24.8%	33
LEON	1,573	475	30.2%	7
LEVY	237	49	20.7%	51
LIBERTY	73	21	28.8%	16
MADISON	142	21	14.8%	67
MANATEE	1,420	298	21.0%	50
MARION	1,780	417	23.4%	44
MARTIN	645	176	27.3%	23
MONROE	432	127	29.4%	14
NASSAU	515	99	19.2%	57
OKALOOSA	1,707	422	24.7%	35
OKEECHOBEE	245	58	23.7%	42
ORANGE	6,210	1,482	23.9%	40
OSCEOLA	1,342	235	17.5%	60
PALM BEACH	6,495	1,565	24.1%	38
PASCO	1,789	491	27.4%	22
PINELLAS	5,129	1,518	29.6%	11
POLK	3,293	808	24.5%	36
PUTNAM	511	99	19.4%	56
SANTA ROSA	1,012	259	25.6%	30
SARASOTA	1,669	446	26.7%	24
SEMINOLE	3,061	1,058	34.6%	1
ST. JOHNS	847	235	27.7%	20
ST. LUCIE	1,114	216	19.4%	55
SUMTER	225	58	25.8%	28
SUWANNEE	331	74	22.4%	45
TAYLOR	139	44	31.7%	3
UNION	113	29	25.7%	29
VOLUSIA	2,743	830	30.3%	6
WAKULLA	179	42	23.5%	43
WALTON	254	34	13.4%	69
WASHINGTON	182	34	18.7%	59
SCH FOR DEAF/BLIND	25	2	8.0%	71
FAMU LAB SCH	48	14	29.2%	15
FSU LAB SCH	95	28	29.5%	13
UF LAB SCH	82	28	34.1%	2
OUT OF STATE HS, ON BR FUTURES	-	76		
STATE TOTALS	106,928	25,377	23.7%	

NOTES: (1) Public HS grads are standard diploma recipients only. (2) Bright Futures recipients include all award types.

SOURCES: Florida Department of Education, and Bright Futures database.

TABLE B-4

**Florida Bright Futures Scholarships
State University System Recipients, Fall 1997**

	UF	FSU	FAMU	USF	FAU	UWF	UCF	FIU	UNF	FGCU	SUS
<i>FTICs Enrolled for First Time, Fall 1997</i>											
Total FTIC	6,090	4,510	2,012	2,604	1,103	640	2,904	2,072	1,147	154	23,236
FL Resid. FTIC	5,244	3,550	1,323	2,364	851	539	2,652	1,876	1,031	141	19,571
<i>Florida Academic Scholars (FAS)</i>											
Recipients	2,908	715	53	487	73	67	644	107	180	16	5,250
GPA>3.0	2,126	559	44	379	56	49	505	82	114	10	3,924
GPA>2.75	218	47	4	20	5	4	82	11	20	1	412
Need>\$0	957	459	37	228	25	25	315	56	119	3	2,224
Need>\$2,600⁽¹⁾	786	453	34	197	22	25	257	48	108	3	1,933
<i>Florida Merit Scholars (FMS)</i>											
Recipients	1,710	1,228	154	521	191	99	995	382	346	38	5,664
GPA>2.75	1,004	743	102	292	92	58	575	255	141	16	3,278
Need>\$0	699	767	110	269	89	51	441	228	253	14	2,921
Need>\$1,500⁽²⁾	657	765	102	259	84	51	414	209	243	11	2,795
<i>Florida Vocational Gold Seal (VGS)</i>											
Recipients	456	450	200	479	145	68	391	133	126	31	2,479
GPA>2.75	249	247	97	223	73	32	214	85	43	15	1,278
Need>\$0	227	303	129	296	38	38	202	97	102	10	1,442
Need>\$1,500⁽²⁾	213	303	105	271	34	37	190	92	96	10	1,351

NOTES: (1) \$2,600 = approx. SUS avg. tuition + \$600. (2) \$1,500 = approx. 3/4 SUS avg. tuition.
SOURCE: BOR, special data request for Senate staff.

TABLE B-4 (cont'd.)

**Florida Bright Futures Scholarships
State University System Recipients, Fall 1997**

	UF	FSU	FAMU	USF	FAU	UWF	UCF	FIU	UNF	FGCU	SUS
<i>Recipients as a % of FL Resident FTICs</i>											
FAS	55.5%	20.1%	4.0%	20.6%	8.6%	12.4%	24.3%	5.7%	17.5%	11.3%	26.8%
FMS	32.6%	34.6%	11.6%	22.0%	22.4%	18.4%	37.5%	20.4%	33.6%	27.0%	28.9%
VGS	8.7%	12.7%	15.1%	20.3%	17.0%	12.6%	14.7%	7.1%	12.2%	22.0%	12.7%
Total	96.8%	67.4%	30.8%	62.9%	48.1%	43.4%	76.5%	33.2%	63.2%	60.3%	68.4%
<i>Recipients With Financial Need as a % of FL Residents FTICs</i>											
FAS	18.2%	12.9%	2.8%	9.6%	2.9%	4.6%	11.9%	3.0%	11.5%	2.1%	11.4%
FMS	13.3%	21.6%	8.3%	11.4%	10.5%	9.5%	16.6%	12.2%	24.5%	9.9%	14.9%
VGS	4.3%	8.5%	9.8%	12.5%	4.5%	7.1%	7.6%	5.2%	9.9%	7.1%	7.4%
Total	35.9%	43.1%	20.9%	33.5%	17.9%	21.2%	36.1%	20.3%	46.0%	19.1%	33.7%
<i>Recipients With Financial Need > Bright Futures Award Amount, as a % of FL Resident FTICs</i>											
FAS	15.0%	12.8%	2.6%	8.3%	2.6%	4.6%	9.7%	2.6%	10.5%	2.1%	9.9%
FMS	12.5%	21.5%	7.7%	11.0%	9.9%	9.5%	15.6%	11.1%	23.6%	7.8%	14.3%
VGS	4.1%	8.5%	7.9%	11.5%	4.0%	6.9%	7.2%	4.9%	9.3%	7.1%	6.9%
Total	31.6%	42.8%	18.2%	30.8%	16.5%	21.0%	32.5%	18.6%	43.4%	17.0%	31.1%

NOTES: (1) \$2,600 = approx. SUS avg. tuition + \$600. (2) \$1,500 = approx. 3/4 SUS avg. tuition.

SOURCE: BOR, special data request for Senate staff.

TABLE B-5
Residence and Migration of 1st-Time Freshmen
Graduating from High School in Past 12 Months, Fall 1996

STATE	All Degree-Granting Institutions				Public Four-Year Institutions			
	Student Residents of State	Students Migrating Out of State	Percent Migrating Out of State	Rank	Student Residents of State	Students Migrating Out of State	Percent Migrating Out of State	Rank
Alabama	23,512	2,397	10.2%	6	9,950	943	9.5%	13
Alaska	2,494	1,444	57.9%	51	1,677	677	40.4%	50
Arizona	15,559	2,279	14.6%	17	7,021	617	8.8%	10
Arkansas	13,476	1,753	13.0%	10	7,934	541	6.8%	6
California	188,822	14,962	7.9%	2	54,970	5,688	10.3%	14
Colorado	18,188	4,483	24.6%	32	11,120	1,445	13.0%	19
Connecticut	19,577	10,358	52.9%	48	7,588	2,724	35.9%	47
Delaware	4,719	1,363	28.9%	36	2,097	485	23.1%	35
Dist. of Columbia	2,277	1,304	57.3%	50	968	400	41.3%	51
Florida	49,999	8,734	17.5%	22	18,550	2,857	15.4%	27
Georgia	34,508	6,203	18.0%	23	18,647	2,677	14.4%	24
Hawaii	7,020	2,069	29.5%	37	2,389	830	34.7%	45
Idaho	6,933	1,899	27.4%	35	4,000	805	20.1%	33
Illinois	76,889	15,948	20.7%	28	26,837	7,146	26.6%	41
Indiana	35,079	4,474	12.8%	9	21,886	1,311	6.0%	3
Iowa	21,852	3,024	13.8%	13	8,045	1,319	16.4%	30
Kansas	16,937	2,125	12.5%	8	8,670	712	8.2%	8
Kentucky	20,979	2,769	13.2%	12	10,660	960	9.0%	11
Louisiana	24,118	3,177	13.2%	11	18,374	1,495	8.1%	7
Maine	7,422	3,286	44.3%	46	3,295	787	23.9%	37
Maryland	27,699	9,935	35.9%	42	10,705	3,486	32.6%	44
Massachusetts	41,485	12,431	30.0%	40	12,271	3,074	25.1%	38
Michigan	55,476	5,803	10.5%	7	29,227	1,980	6.8%	5
Minnesota	29,104	7,853	27.0%	34	13,372	4,696	35.1%	46
Mississippi	17,157	1,477	8.6%	3	5,444	676	12.4%	18
Missouri	27,554	5,121	18.6%	25	13,987	1,899	13.6%	21
Montana	5,834	1,722	29.5%	38	3,544	482	13.6%	22
Nebraska	12,329	2,149	17.4%	21	6,756	910	13.5%	20
Nevada	4,275	1,579	36.9%	43	2,628	660	25.1%	39
New Hampshire	6,814	3,394	49.8%	47	2,857	771	27.0%	43
New Jersey	51,483	22,218	43.2%	45	19,138	7,384	38.6%	49
New Mexico	9,169	2,347	25.6%	33	4,182	880	21.0%	34
New York	114,907	24,268	21.1%	29	38,794	7,513	19.4%	31
North Carolina	32,303	3,044	9.4%	4	19,234	1,100	5.7%	2
North Dakota	5,939	1,182	19.9%	27	2,918	566	19.4%	32
Ohio	63,371	9,282	14.6%	16	32,035	3,409	10.6%	15
Oklahoma	16,481	2,374	14.4%	15	8,294	784	9.5%	12
Oregon	14,898	3,371	22.6%	31	5,714	896	15.7%	29
Pennsylvania	70,898	13,667	19.3%	26	34,278	5,040	14.7%	25
Rhode Island	5,944	2,408	40.5%	44	2,098	564	26.9%	42
South Carolina	19,357	2,701	14.0%	14	8,815	1,018	11.5%	16
South Dakota	4,538	1,514	33.4%	41	3,296	776	23.5%	36
Tennessee	26,308	4,367	16.6%	20	13,139	2,050	15.6%	28
Texas	97,688	9,561	9.8%	5	43,181	3,753	8.7%	9
Utah	13,657	1,045	7.7%	1	6,920	229	3.3%	1
Vermont	3,313	1,781	53.8%	49	1,503	384	25.5%	40
Virginia	34,248	7,243	21.1%	30	19,660	2,931	14.9%	26
Washington	30,551	4,732	15.5%	18	9,898	1,195	12.1%	17
West Virginia	10,535	1,698	16.1%	19	7,570	466	6.2%	4
Wisconsin	33,445	6,019	18.0%	24	18,968	2,648	14.0%	23
Wyoming	3,127	925	29.6%	39	1,184	443	37.4%	48
U.S.	1,545,756	304,208	19.7%		670,192	108,169	16.1%	

**TABLE B-5 (cont'd.)
Residence and Migration of 1st-Time Freshmen
Graduating from High School in Past 12 Months, Fall 1996**

STATE	Private Four-Year Institutions				Public Two-Year Institutions			
	Student Residents of State	Students Migrating Out of State	Percent Migrating Out of State	Rank	Student Residents of State	Students Migrating Out of State	Percent Migrating Out of State	Rank
Alabama	3,224	1,271	39.4%	18	10,265	160	1.6%	9
Alaska	656	640	97.6%	50	89	84	94.4%	49
Arizona	2,034	1,459	71.7%	37	6,324	124	2.0%	18
Arkansas	1,836	722	39.3%	17	3,587	454	12.7%	42
California	22,512	8,530	37.9%	16	109,235	492	0.5%	1
Colorado	3,790	2,655	70.1%	36	3,116	295	9.5%	40
Connecticut	9,184	7,387	80.4%	46	2,431	101	4.2%	26
Delaware	1,454	827	56.9%	32	1,140	23	2.0%	19
Dist. of Columbia	1,230	825	67.1%	35	67	67	100.0%	51
Florida	10,397	5,369	51.6%	27	20,489	364	1.8%	13
Georgia	7,447	3,088	41.5%	20	7,719	357	4.6%	29
Hawaii	1,540	1,121	72.8%	38	2,925	96	3.3%	24
Idaho	1,029	821	79.8%	45	1,163	189	16.3%	43
Illinois	19,778	8,010	40.5%	19	29,276	547	1.9%	16
Indiana	8,147	2,655	32.6%	7	4,248	319	7.5%	36
Iowa	5,310	1,537	28.9%	2	8,264	128	1.5%	8
Kansas	2,349	1,289	54.9%	30	5,843	99	1.7%	12
Kentucky	4,467	1,548	34.7%	9	5,536	172	3.1%	23
Louisiana	2,736	1,315	48.1%	25	2,867	302	10.5%	41
Maine	3,140	2,360	75.2%	41	786	48	6.1%	33
Maryland	7,841	6,202	79.1%	44	8,916	139	1.6%	10
Massachusetts	19,267	8,922	46.3%	23	9,183	276	3.0%	22
Michigan	11,158	3,460	31.0%	4	14,906	228	1.5%	6
Minnesota	7,736	2,778	35.9%	11	7,378	338	4.6%	28
Mississippi	1,535	671	43.7%	21	9,979	84	0.8%	2
Missouri	7,266	2,670	36.7%	14	6,017	488	8.1%	38
Montana	1,162	854	73.5%	40	1,002	303	30.2%	47
Nebraska	2,649	971	36.7%	13	2,895	239	8.3%	39
Nevada	653	627	96.0%	49	924	223	24.1%	46
New Hampshire	2,804	2,363	84.3%	47	928	221	23.8%	45
New Jersey	18,942	14,410	76.1%	42	12,430	221	1.8%	14
New Mexico	1,249	1,189	95.2%	48	3,608	241	6.7%	35
New York	44,690	16,111	36.1%	12	28,877	314	1.1%	4
North Carolina	5,877	1,702	29.0%	3	6,925	106	1.5%	7
North Dakota	870	438	50.3%	26	2,105	161	7.6%	37
Ohio	16,291	5,375	33.0%	8	13,455	218	1.6%	11
Oklahoma	2,215	1,174	53.0%	29	5,775	377	6.5%	34
Oregon	3,706	2,223	60.0%	34	5,324	98	1.8%	15
Pennsylvania	22,978	7,986	34.8%	10	10,037	453	4.5%	27
Rhode Island	2,360	1,734	73.5%	39	1,449	73	5.0%	30
South Carolina	4,917	1,529	31.1%	5	5,184	99	1.9%	17
South Dakota	963	459	47.7%	24	252	239	94.8%	50
Tennessee	5,336	2,011	37.7%	15	7,436	270	3.6%	25
Texas	16,902	5,290	31.3%	6	36,263	372	1.0%	3
Utah	1,776	398	22.4%	1	4,493	64	1.4%	5
Vermont	1,602	1,256	78.4%	43	149	87	58.4%	48
Virginia	7,268	3,995	55.0%	31	6,906	175	2.5%	21
Washington	5,209	3,029	58.1%	33	14,988	310	2.1%	20
West Virginia	1,800	953	52.9%	28	1,025	228	22.2%	44
Wisconsin	6,168	2,793	45.3%	22	7,973	457	5.7%	32
Wyoming	348	348	100.0%	51	1,527	81	5.3%	31
U.S.	373,700	169,761	45.4%		474,898	20,414	4.3%	

TABLE B-6

**BRIGHT FUTURES AWARD LEVELS, BY POSTSECONDARY SECTOR
1997-98**

**ALL BR. FUTURES
AWARD LEVELS**

	Total \$	No. Students Receiving	Avg. Award Amount	% Students Receiving
SUS	\$ 50,770,151	27,371	\$ 1,855	63%
CCS	\$ 9,067,049	11,049	\$ 821	26%
Public Vo-Tech	\$ 62,608	128	\$ 489	<1%
Independent	\$ 9,667,161	4,761	\$ 2,030	11%
ALL SECTORS	\$ 69,566,969	43,309	\$ 1,606	100%

**FL ACADEMIC
SCHOLARS**

	Total \$	No. Students Receiving	Avg. Award Amount	% Students Receiving
SUS	\$ 34,592,196	14,770	\$ 2,342	78%
CCS	\$ 2,463,909	1,561	\$ 1,578	8%
Public Vo-Tech	\$ 630	1	\$ 630	<1%
Independent	\$ 6,546,327	2,534	\$ 2,583	13%
ALL SECTORS	\$ 43,603,062	18,866	\$ 2,311	100%

**FL ACADEMIC
"TOP" SCHOLARS**

	Total \$	No. Students Receiving	Avg. Award Amount	% Students Receiving
SUS	\$ 236,624	162	\$ 1,461	81%
CCS	\$ 21,000	15	\$ 1,400	8%
Public Vo-Tech	\$ -	-		0%
Independent	\$ 32,250	23	\$ 1,402	12%
ALL SECTORS	\$ 289,874	200	\$ 1,449	100%

**FL MERIT
SCHOLARS**

	Total \$	No. Students Receiving	Avg. Award Amount	% Students Receiving
SUS	\$ 10,697,223	8,406	\$ 1,273	63%
CCS	\$ 2,479,392	3,522	\$ 704	26%
Public Vo-Tech	\$ 5,249	11	\$ 477	<1%
Independent	\$ 2,060,381	1,448	\$ 1,423	11%
ALL SECTORS	\$ 15,242,245	13,387	\$ 1,139	100%

**FL GOLD SEAL
VOCATIONAL**

	Total \$	No. Students Receiving	Avg. Award Amount	% Students Receiving
SUS	\$ 5,244,108	4,033	\$ 1,300	37%
CCS	\$ 4,102,748	5,951	\$ 689	55%
Public Vo-Tech	\$ 56,729	116	\$ 489	1%
Independent	\$ 1,028,203	691	\$ 1,488	6%
ALL SECTORS	\$ 10,431,788	10,791	\$ 967	100%

SOURCE:

Bureau of Student Financial Assistance, "Senate Report," 05-27-1999.

TABLE B-7

**BRIGHT FUTURES AWARD LEVELS, BY POSTSECONDARY SECTOR
1998-99**

**ALL BR. FUTURES
AWARD LEVELS**

	Total \$	No. Students Receiving	Avg. Award Amount	% Students Receiving
SUS	\$ 69,635,306	38,312	\$ 1,818	67%
CCS	\$ 11,072,534	12,775	\$ 867	22%
Public Vo-Tech	\$ 63,099	99	\$ 637	<1%
Independent	\$ 12,561,631	6,250	\$ 2,010	11%
ALL SECTORS	\$ 93,332,570	57,436	\$ 1,625	100%

**FL ACADEMIC
SCHOLARS**

	Total \$	No. Students Receiving	Avg. Award Amount	% Students Receiving
SUS	\$ 42,164,599	17,613	\$ 2,394	81%
CCS	\$ 2,309,977	1,471	\$ 1,570	7%
Public Vo-Tech	\$ 4,514	3	\$ 1,505	<1%
Independent	\$ 7,348,547	2,759	\$ 2,663	13%
ALL SECTORS	\$ 51,827,637	21,846	\$ 2,372	100%

**FL ACADEMIC
"TOP" SCHOLARS**

	Total \$	No. Students Receiving	Avg. Award Amount	% Students Receiving
SUS	\$ 264,185	186	\$ 1,420	86%
CCS	\$ 10,874	9	\$ 1,208	4%
Public Vo-Tech	\$ -	-		
Independent	\$ 27,375	21	\$ 1,304	10%
ALL SECTORS	\$ 302,434	216	\$ 1,400	100%

**FL MERIT
SCHOLARS**

	Total \$	No. Students Receiving	Avg. Award Amount	% Students Receiving
SUS	\$ 21,599,496	16,255	\$ 1,329	63%
CCS	\$ 5,350,180	6,699	\$ 799	26%
Public Vo-Tech	\$ 19,853	28	\$ 709	<1%
Independent	\$ 4,183,617	2,763	\$ 1,514	11%
ALL SECTORS	\$ 31,153,146	25,745	\$ 1,210	100%

**FL GOLD SEAL
VOCATIONAL**

	Total \$	No. Students Receiving	Avg. Award Amount	% Students Receiving
SUS	\$ 5,607,026	4,258	\$ 1,317	44%
CCS	\$ 3,401,503	4,596	\$ 740	48%
Public Vo-Tech	\$ 38,732	68	\$ 570	1%
Independent	\$ 1,002,092	707	\$ 1,417	7%
ALL SECTORS	\$ 10,049,353	9,629	\$ 1,044	100%

SOURCE:

Bureau of Student Financial Assistance "Senate Report," 09-30-1999.

TABLE B-8

Bright Futures Award Recipients as a Percentage of Florida Resident Freshmen in the Community College and State University Systems, Fall 1998

COMMUNITY COLLEGE	Bright Futures Award Type, N			Br. Futures Total	Eligible Universe ⁽¹⁾	Bright Futures Award Type, %			Br. Futures Total
	FAS	FMS	GSV			FAS	FMS	GSV	
Brevard	46	251	41	338	1,324	3.5%	19.0%	3.1%	25.5%
Broward	15	169	46	230	2,182	0.7%	7.7%	2.1%	10.5%
Central FL	19	158	75	252	771	2.5%	20.5%	9.7%	32.7%
Chipola	35	99	40	174	401	8.7%	24.7%	10.0%	43.4%
Daytona Beach	29	183	78	290	876	3.3%	20.9%	8.9%	33.1%
Edison	18	152	54	224	1,062	1.7%	14.3%	5.1%	21.1%
FCC-Jax	8	138	29	175	1,594	0.5%	8.7%	1.8%	11.0%
FL Keys	2	11	4	17	24	8.3%	45.8%	16.7%	70.8%
Gulf Coast	27	163	62	252	617	4.4%	26.4%	10.0%	40.8%
Hillsborough	17	134	80	231	1,664	1.0%	8.1%	4.8%	13.9%
Indian River	27	142	62	231	702	3.8%	20.2%	8.8%	32.9%
Lake City	15	63	42	120	329	4.6%	19.1%	12.8%	36.5%
Lake-Sumter	9	75	30	114	318	2.8%	23.6%	9.4%	35.8%
Manatee	21	130	24	175	724	2.9%	18.0%	3.3%	24.2%
Miami-Dade	10	160	31	201	3,851	0.3%	4.2%	0.8%	5.2%
North FL	8	49	14	71	198	4.0%	24.7%	7.1%	35.9%
Okaloosa-Walton	35	162	25	222	696	5.0%	23.3%	3.6%	31.9%
Palm Beach	22	177	33	232	1,718	1.3%	10.3%	1.9%	13.5%
Pasco-Hernando	15	109	31	155	590	2.5%	18.5%	5.3%	26.3%
Pensacola	33	183	62	278	981	3.4%	18.7%	6.3%	28.3%
Polk	18	156	46	220	835	2.2%	18.7%	5.5%	26.3%
Santa Fe	49	328	87	464	1511	3.2%	21.7%	5.8%	30.7%
Seminole	14	112	33	159	761	1.8%	14.7%	4.3%	20.9%
South FL	18	79	32	129	311	5.8%	25.4%	10.3%	41.5%
St. Johns River	24	82	18	124	456	5.3%	18.0%	3.9%	27.2%
St. Petersburg	38	258	67	363	1618	2.3%	15.9%	4.1%	22.4%
Tallahassee	13	110	39	162	962	1.4%	11.4%	4.1%	16.8%
Valencia	49	384	107	540	2,509	2.0%	15.3%	4.3%	21.5%
CCS TOTAL	634	4,217	1,292	6,143	29,585	2.1%	14.3%	4.4%	20.8%

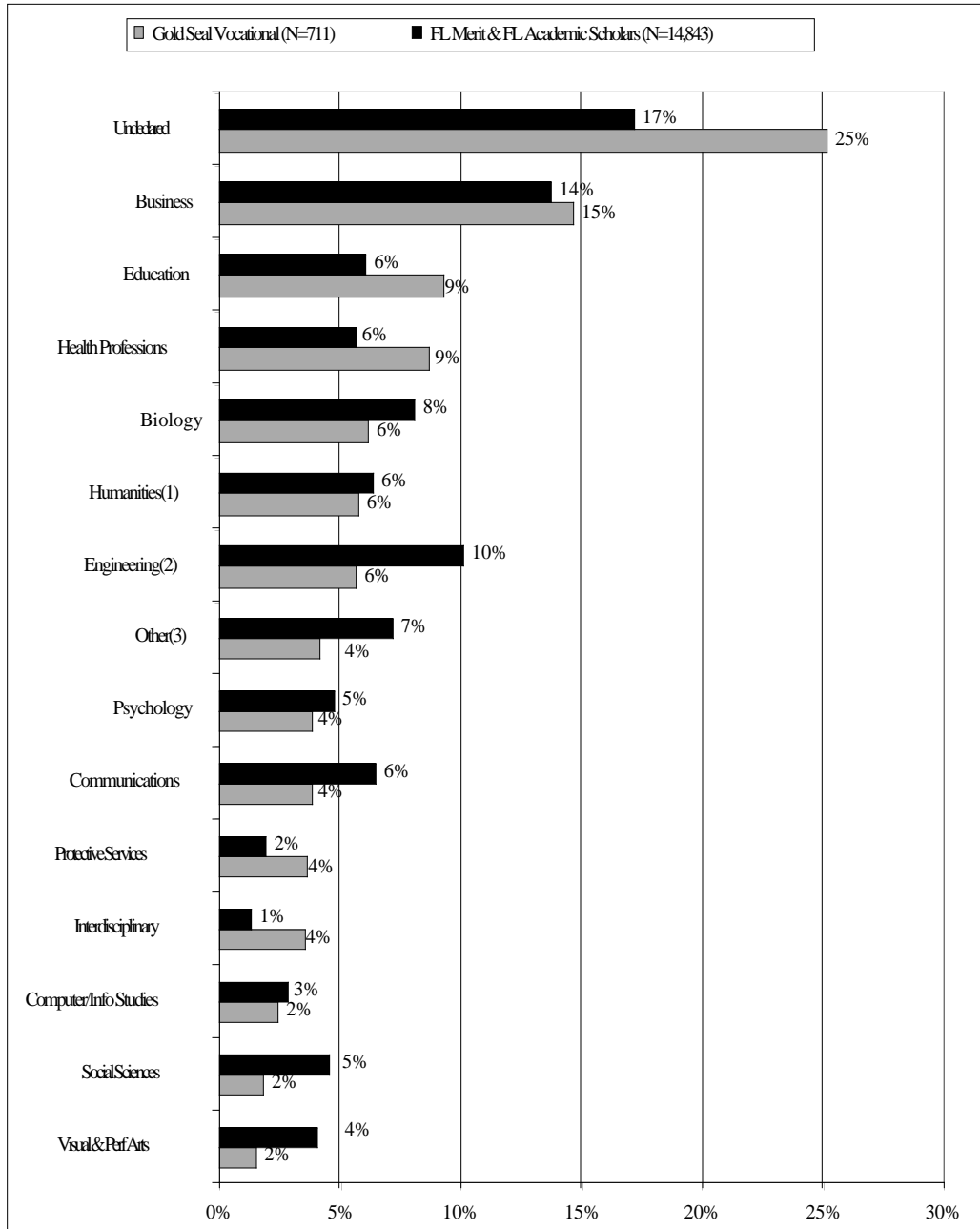
STATE UNIVERSITY	Bright Futures Award Type, N			Br. Futures Total	Eligible Universe ⁽²⁾	Bright Futures Award Type, %			Br. Futures Total
	FAS	FMS	GSV			FAS	FMS	GSV	
UF	3,174	1,789	33	4,996	5,033	63.1%	35.5%	0.7%	99.3%
FSU	812	2,126	164	3,102	4,038	20.1%	52.6%	4.1%	76.8%
FAMU	53	296	75	424	1,268	4.2%	23.3%	5.9%	33.4%
USF	484	1,108	160	1,752	3,010	16.1%	36.8%	5.3%	58.2%
FAU	73	361	55	489	1,049	7.0%	34.4%	5.2%	46.6%
UWF	121	180	23	324	481	25.2%	37.4%	4.8%	67.4%
UCF	654	1,849	110	2,613	4,102	15.9%	45.1%	2.7%	63.7%
FIU	141	719	47	907	1,970	7.2%	36.5%	2.4%	46.0%
UNF	227	609	32	868	1,385	16.4%	44.0%	2.3%	62.7%
FGCU	29	93	13	135	194	14.9%	47.9%	6.7%	69.6%
SUS TOTAL⁽³⁾	5,768	9,130	712	15,610	22,526	25.6%	40.5%	3.2%	69.3%

NOTE: (1) Fall 1998 Florida resident, degree-seeking freshmen who graduated from high school August 1997-July 1998.
(2) Fall 1998 Florida resident freshmen whose last date of high school attendance was July 1997-August 1998.
(3) Sum of the institutional detail exceeds that of the SUS due to students enrolling in more than 1 university.

SOURCES: Bright Futures Database, Florida State Board of Community Colleges, and Florida Board of Regents.

TABLE B-9

Academic Major of Disbursed Initial Bright Futures Recipients in the State University System, by Award Type, Fall 1998



- NOTES: (1) "Humanities" includes Liberal Arts and General Studies.
 (2) "Engineering" includes engineering-related technologies.
 (3) "Other" includes all majors that accounted for <2% of the recipients in both categories (GSV & FMS/FAS).

APPENDIX C

Florida Statutes Related to the Bright Futures Scholarship Program

24.121	Allocation of revenues and expenditure of funds for public education.....	C-1
240.40201	Florida Bright Futures Scholarship Program.....	C-2
240.40202	Florida Bright Futures Scholarship Program; student eligibility requirements for initial awards.....	C-3
240.40203	Florida Bright Futures Scholarship Program; student eligibility requirements for renewal awards.....	C-4
240.40204	Florida Bright Futures Scholarship Program; eligible postsecondary education institutions.....	C-5
240.40205	Florida Academic Scholars award.....	C-6
240.40206	Florida Merit Scholars Award.....	C-7
240.40207	Florida Gold Seal Vocational Scholars award.....	C-7
240.40208	Eligibility for the Florida Bright Futures Scholarship Program; transition.....	C-8
240.40209	Bright Futures Scholarship recipients attending nonpublic institutions; and.....	C-10
240.40242	Use of certain scholarship funds by children of deceased or disabled veterans	

24.121 Allocation of revenues and expenditure of funds for public education.--

(1) As nearly as practical, at least 50 percent of the gross revenue from the sale of lottery tickets shall be returned to the public in the form of prizes paid by the department or retailers as authorized by this act.

(2) Each fiscal year, at least 38 percent of the gross revenue from the sale of lottery tickets and other earned revenue, excluding application processing fees, shall be deposited in the Educational Enhancement Trust Fund, which is hereby created in the State Treasury to be administered by the Department of Education. The Department of the Lottery shall transfer moneys to the Educational Enhancement Trust Fund at least once each quarter. Funds in the Educational Enhancement Trust Fund shall be used to the benefit of public education in accordance with the provisions of this act. Notwithstanding any other provision of law, a maximum of \$180 million of lottery revenues transferred to the Educational Enhancement Trust Fund in fiscal year 1997-1998 and for 30 years thereafter shall be reserved as needed and used to meet the requirements of the documents authorizing the bonds issued by the state pursuant to s. 235.187 or s. 235.2195 or distributed to school districts for the Classrooms First Program as provided in s. 235.187. Such lottery revenues are hereby pledged to the payment of debt service on bonds issued by the state pursuant to s. 235.187 or s. 235.2195. Debt service payable on bonds issued by the state pursuant to s. 235.187 or s. 235.2195 shall be payable from the first lottery revenues transferred to the Educational Enhancement Trust Fund in each fiscal year. Amounts distributable to school districts that request the issuance of bonds pursuant to s. 235.187(3) are hereby pledged to such bonds pursuant to s. 11(d), Art. VII of the State Constitution. The amounts distributed through the Classrooms First Program shall equal \$145 million in each fiscal year. These funds are intended to provide up to \$2.5 billion for public school facilities.

(3) The funds remaining in the Administrative Trust Fund after transfers to the Educational Enhancement Trust Fund shall be used for the payment of administrative expenses of the department. These expenses shall include all costs incurred in the operation and administration of the lottery and all costs resulting from any contracts entered into for the purchase or lease of goods or services required by the lottery, including, but not limited to:

(a) The compensation paid to retailers;

(b) The costs of supplies, materials, tickets, independent audit services, independent studies, data transmission, advertising, promotion, incentives, public relations, communications, security, bonding for retailers, printing, distribution of tickets, and reimbursing other governmental entities for services provided to the lottery; and

(c) The costs of any other goods and services necessary for effectuating the purposes of this act.

(4) The unencumbered balance which remains in the Administrative Trust Fund at the end of each fiscal year shall be transferred to the Educational Enhancement Trust Fund.

(5)(a) Public educational programs and purposes funded by the Educational Enhancement Trust Fund may include, but are not limited to, endowment, scholarship, matching funds, direct grants, research and economic development related to education, salary enhancement, contracts with independent institutions to conduct programs consistent with the state master plan for postsecondary education, or any other educational program or purpose deemed desirable by the Legislature.

(b) Except as provided in paragraphs (c), (d), and (e), the Legislature shall equitably apportion moneys in the trust fund among public schools, community colleges, and universities.

(c) A portion of such net revenues, as determined annually by the Legislature, shall be distributed to each school district and shall be made available to each public school in the district for enhancing school performance through development and implementation of a school improvement plan pursuant to s. 230.23(16). A portion of these moneys, as determined annually in the General Appropriations Act, must be allocated to each school in an equal amount for each student enrolled. These moneys may be expended only on programs or projects selected by the school advisory council or by a parent advisory committee created pursuant to this paragraph. If a school does not have a school advisory council, the district advisory council must appoint a parent advisory committee

composed of parents of students enrolled in that school, which committee is representative of the ethnic, racial, and economic community served by the school, to advise the school's principal on the programs or projects to be funded. A principal may not override the recommendations of the school advisory council or the parent advisory committee. These moneys may not be used for capital improvements, nor may they be used for any project or program that has a duration of more than 1 year; however, a school advisory council or parent advisory committee may independently determine that a program or project formerly funded under this paragraph should receive funds in a subsequent year.

(d) No funds shall be released for any purpose from the Educational Enhancement Trust Fund to any school district in which one or more schools do not have an approved school improvement plan pursuant to s. 230.23(16) or do not comply with school advisory council membership composition requirements pursuant to s. 229.58(1).

(e) All components of the Florida Bright Futures Scholarship Program shall be funded annually from the Educational Enhancement Trust Fund. Funds shall be allocated to this program prior to application of the formula for equitable distribution to public schools, community colleges, and state universities. If shortages require reductions in estimated distributions from the Educational Enhancement Trust Fund, funds for the Florida Bright Futures Scholarship Program shall be reduced only after reductions in all other distributions are made.

(f) Each school district shall, on a quarterly basis, make available to the public and distribute, in an easy to understand format, the expenditures of lottery funds allocated to the school district.

History.--s. 21, ch. 87-65; s. 6, ch. 89-208; s. 14, ch. 91-79; s. 2, ch. 91-278; s. 6, ch. 91-283; s. 1, ch. 96-341; s. 10, ch. 97-77; s. 43, ch. 97-190; s. 1, ch. 97-279; s. 12, ch. 97-384; s. 1, ch. 98-271; s. 20, ch. 98-281.

240.40201 Florida Bright Futures Scholarship Program.--

(1) The Florida Bright Futures Scholarship Program is created to establish a lottery-funded scholarship program to reward any Florida high school graduate who merits recognition of high academic achievement and who enrolls in an eligible Florida public or private postsecondary education institution within 3 years of graduation from high school.

(2) The Bright Futures Scholarship Program consists of three types of awards, the Florida Academic Scholarship, the Florida Merit Scholarship, and the Florida Vocational Gold Seal Scholarship.

(3) The Department of Education shall administer the Bright Futures Scholarship Program according to rules and procedures established by the Commissioner of Education. A single application must be sufficient for a student to apply for any of the three types of awards. The department must advertise the availability of the scholarship program and must notify students, teachers, parents, guidance counselors, and principals or other relevant school administrators of the criteria and application procedures. The department must begin this process of notification no later than January 1 of each year.

(4) Funding for the Bright Futures Scholarship Program must be allocated from the Education Enhancement Trust Fund and must be provided before allocations from that fund are calculated for disbursement to other educational entities.

(a) If funds appropriated are not adequate to provide the maximum allowable award to each eligible applicant, awards in all three components of the program must be prorated using the same percentage reduction.

(b) Notwithstanding s. 216.301, if all funds allocated to the Bright Futures Scholarship Program are not used in any fiscal year, up to 10 percent of the total allocation may be carried forward and used for awards in the following year.

(5) The department shall issue awards from the scholarship program annually. Annual awards may be for up

to 45 semester credit hours or the equivalent. Before the registration period each semester, the department shall transmit payment for each award to the president or director of the postsecondary education institution, or his or her representative, except that the department may withhold payment if the receiving institution fails to report or to make refunds to the department as required in this act.

(a) Within 30 days after the end of regular registration each semester, the educational institution shall certify to the department the eligibility status of each student who receives an award. After the end of the drop and add period, an institution is not required to reevaluate or revise a student's eligibility status, but must make a refund to the department if a student who receives an award disbursement terminates enrollment for any reason during an academic term and a refund is permitted by the institution's refund policy.

(b) An institution that receives funds from the program shall certify to the department the amount of funds disbursed to each student and shall remit to the department any undisbursed advances within 60 days after the end of regular registration.

(c) Each institution that receives moneys through this program shall prepare an annual report that includes an independent external audit or an audit prepared by the Office of the Auditor General. The report shall include an audit of the institution's administration of the program and a complete accounting of the moneys for the program. This report must be submitted to the department annually by March 1. The department may conduct its own annual audit of an institution's administration of the program. The department may request a refund of any moneys overpaid to the institution for the program. The department may suspend or revoke an institution's eligibility to receive future moneys for the program if the department finds that an institution has not complied with this section. The institution must remit within 60 days any refund requested in accordance with this subsection.

(6) A student enrolled in 6 to 8 semester credit hours may receive up to one-half of the maximum award; a student enrolled in 9 to 11 credit hours may receive up to three-fourths of the maximum award; and a student enrolled in 12 or more credit hours may receive up to the full award.

(7) A student may receive only one type of award from the Florida Bright Futures Scholarship Program at a time, but may transfer from one type of award to another through the renewal application process, if the student's eligibility status changes. However, a student is not eligible to transfer from a Florida Merit Scholarship or a Florida Vocational Gold Seal Scholarship to a Florida Academic Scholarship. A student who receives an award from the program may also receive a federal family education loan or a federal direct loan, and the value of the award must be considered in the certification or calculation of the student's loan eligibility.

(8) If a recipient transfers from one eligible institution to another and continues to meet eligibility requirements, the award must be transferred with the student.

(9) A student may use an award for summer term enrollment if funds are available.

(10) Funds from any scholarship within the Florida Bright Futures Scholarship Program may not be used to pay for remedial or college-preparatory coursework.

History.--s. 2, ch. 97-77.

240.40202 Florida Bright Futures Scholarship Program; student eligibility requirements for initial awards.--

(1) To be eligible for an initial award from any of the three types of scholarships under the Florida Bright Futures Scholarship Program, a student must:

(a) Be a Florida resident as defined in s. 240.404 and rules of the State Board of Education.

(b) Earn a standard Florida high school diploma or its equivalent as described in s. 232.246 or s. 229.814 unless:

1. The student is enrolled full time in the early admission program of an eligible postsecondary education institution or completes a home education program according to s. 232.0201; or
2. The student earns a high school diploma from a non-Florida school while living with a parent or guardian who is on military or public service assignment away from Florida.
 - (c) Be accepted by and enroll in an eligible Florida public or independent postsecondary education institution.
 - (d) Be enrolled for at least 6 semester credit hours or the equivalent in quarter hours or clock hours.
 - (e) Not have been found guilty of, or plead nolo contendere to, a felony charge, unless the student has been granted clemency by the Governor and Cabinet sitting as the Executive Office of Clemency.
 - (f) Apply for a scholarship from the program by April 1 of the last semester before high school graduation.
- (2) A student is eligible to accept an initial award for 3 years following high school graduation and to accept a renewal award for 7 years following high school graduation. A student who applies for an award by April 1 and who meets all other eligibility requirements, but who does not accept his or her award, may reapply during subsequent application periods up to 3 years after high school graduation.
- (3) For purposes of calculating the grade point average to be used in determining initial eligibility for a Florida Bright Futures scholarship, the department shall assign additional weights to grades earned in the following courses:
 - (a) Courses identified in the course code directory as Advanced Placement, pre-International Baccalaureate, or International Baccalaureate.
 - (b) Courses designated as academic dual enrollment courses in the statewide course numbering system.

The department may assign additional weights to courses, other than those described in paragraphs (a) and (b), that are identified by the Articulation Coordinating Committee as containing rigorous academic curriculum and performance standards. The additional weight assigned to a course pursuant to this subsection shall not exceed 0.5 per course. The weighted system shall be developed and distributed to all high schools in the state prior to January 1, 1998. The department may determine a student's eligibility status during the senior year before graduation and may inform the student of the award at that time.

(4) A student who wishes to qualify for a particular award within the Florida Bright Futures Scholarship Program, but who does not meet all of the requirements for that level of award, may, nevertheless, receive the award if the principal of the student's school or the district superintendent verifies that the deficiency is caused by the fact that school district personnel provided inaccurate or incomplete information to the student. The school district must provide a means for the student to correct the deficiencies and the student must correct them, either by completing comparable work at the postsecondary institution or by completing a directed individualized study program developed and administered by the school district. If the student does not complete the requirements by December 31 immediately following high school graduation, the student is ineligible to participate in the program.

History.--s. 3, ch. 97-77; s. 1, ch. 97-379; s. 10, ch. 98-272.

240.40203 Florida Bright Futures Scholarship Program; student eligibility requirements for renewal awards.--

- (1) To be eligible to renew a scholarship from any of the three types of scholarships under the Florida Bright Futures Scholarship Program, a student must:
 - (a) Complete at least 12 semester credit hours or the equivalent in the last academic year in which the student

earned a scholarship.

(b) Maintain the cumulative grade point average required by the scholarship program, except that:

1. If a recipient's grades fall beneath the average required to renew a Florida Academic Scholarship, but are sufficient to renew a Florida Merit Scholarship or a Florida Vocational Gold Seal Scholarship, the Department of Education may grant a renewal from one of those other scholarship programs, if the student meets the renewal eligibility requirements; or

2. If, at any time during the eligibility period, a student's grades are insufficient to renew the scholarship, the student may restore eligibility by improving the grade point average to the required level. A student is eligible for such a reinstatement only once. The Legislature encourages education institutions to assist students to calculate whether or not it is possible to raise the grade point average during the summer term. If the institution determines that it is possible, the education institution may so inform the department, which may reserve the student's award if funds are available. The renewal, however, must not be granted until the student achieves the required cumulative grade point average. If the summer term is not sufficient to raise the grade point average to the required renewal level, the student's next opportunity for renewal is the fall semester of the following academic year.

(2) A student who is enrolled in a program that terminates in an associate degree or a baccalaureate degree may receive an award for a maximum of 110 percent of the number of credit hours required to complete the program. A student who is enrolled in a program that terminates in a technical certificate may receive an award for a maximum of 110 percent of the credit hours or clock hours required to complete the program up to 90 credit hours. A student who transfers from one of these program levels to another becomes eligible for the higher of the two credit hour limits.

History.--s. 4, ch. 97-77.

240.40204 Florida Bright Futures Scholarship Program; eligible postsecondary education

institutions.— A student is eligible for an award or the renewal of an award from the Florida Bright Futures Scholarship Program if the student meets the requirements for the program as described in this act and is enrolled in a postsecondary education institution that meets the description in any one of the following subsections:

(1) A Florida public university, community college, or technical center.

(2) An independent Florida college or university that is accredited by a member of the Commission on Recognition of Postsecondary Accreditation and which has operated in the state for at least 3 years.

(3) An independent Florida postsecondary education institution that is licensed by the State Board of Independent Colleges and Universities and which:

(a) Shows evidence of sound financial condition; and

(b) Has operated in the state for at least 3 years without having its approval, accreditation, or license placed on probation.

(4) A Florida independent postsecondary education institution that offers a nursing diploma approved by the Board of Nursing.

(5) A Florida independent postsecondary education institution that is licensed by the State Board of Nonpublic Career Education and which:

(a) Has a program completion and placement rate of at least the rate required by the current Florida Statutes, the Florida Administrative Code, or the Department of Education for an institution at its level; and

(b) Shows evidence of sound financial condition; and either:

1. Is accredited at the institutional level by an accrediting agency recognized by the United States Department of Education and has operated in the state for at least 3 years during which there has been no complaint for which probable cause has been found; or
2. Has operated in Florida for 5 years during which there has been no complaint for which probable cause has been found.

History.--s. 5, ch. 97-77; s. 27, ch. 98-421.

240.40205 Florida Academic Scholars award.--

(1) A student is eligible for a Florida Academic Scholars award if the student meets the general eligibility requirements for the Florida Bright Futures Scholarship Program and the student:

(a) Has achieved a 3.5 weighted grade point average as calculated pursuant to s. 240.40202, or its equivalent, in high school courses that are adopted by the Board of Regents and recommended by the State Board of Community Colleges as college-preparatory academic courses; and

(b) Has attained at least the score identified by rules of the Department of Education on the combined verbal and quantitative parts of the Scholastic Aptitude Test, the Scholastic Assessment Test, or the recentered Scholastic Assessment Test of the College Entrance Examination, or an equivalent score on the American College Testing Program; or

(c) Has attended a home education program according to s. 232.0201 during grades 11 and 12 or has completed the International Baccalaureate curriculum but failed to earn the International Baccalaureate Diploma, and has attained at least the score identified by rules of the Department of Education on the combined verbal and quantitative parts of the Scholastic Aptitude Test, the Scholastic Assessment Test, or the recentered Scholastic Assessment Test of the College Entrance Examination, or an equivalent score on the American College Testing Program; or

(d) Has been awarded an International Baccalaureate Diploma from the International Baccalaureate Office; or

(e) Has been recognized by the merit or achievement programs of the National Merit Scholarship Corporation as a scholar or finalist.

Effective with the 1998-1999 school year, a student must complete a program of community service work, as approved by the district school board or the administrators of a nonpublic school, which shall include a minimum of 75 hours of service work and require the student to identify a social problem that interests him or her, develop a plan for his or her personal involvement in addressing the problem, and, through papers or other presentations, evaluate and reflect upon his or her experience.

(2) A Florida Academic Scholar who is enrolled in a public postsecondary education institution is eligible for an award equal to the amount required to pay matriculation, fees, and \$600 for college-related expenses annually. A student who is enrolled in a nonpublic postsecondary education institution is eligible for an award equal to the amount that would be required to pay for the average matriculation and fees of a public postsecondary education institution at the comparable level, plus the annual \$600.

(3) To be eligible for a renewal award as a Florida Academic Scholar, a student must maintain the equivalent of a grade point average of 3.0 on a 4.0 scale for all postsecondary education work attempted, with an opportunity for one reinstatement as provided in this act.

(4) In each school district, the Florida Academic Scholar with the highest academic ranking shall receive an additional award of \$1,500 for college-related expenses. This award must be funded from the Florida Bright Futures Scholarship Program.

History.--s. 6, ch. 97-77; s. 2, ch. 97-379; s. 11, ch. 98-272.

240.40206 Florida Merit Scholars award.--

(1) A student is eligible for a Florida Merit Scholars award if the student meets the general eligibility requirements for the Florida Bright Futures Scholarship Program and the student:

(a) Has achieved a weighted grade point average of 3.0 as calculated pursuant to s. 240.40202, or the equivalent, in high school courses that are adopted by the Board of Regents and recommended by the State Board of Community Colleges as college-preparatory academic courses; and

(b) Has attained at least the score identified by rules of the Department of Education on the combined verbal and quantitative parts of the Scholastic Aptitude Test, the Scholastic Assessment Test, or the recentered Scholastic Assessment Test of the College Entrance Examination, or an equivalent score on the American College Testing Program; or

(c) Has attended a home education program according to s. 232.0201 during grades 11 and 12 or has completed the International Baccalaureate curriculum but failed to earn the International Baccalaureate Diploma, and has attained at least the score identified by rules of the Department of Education on the combined verbal and quantitative parts of the Scholastic Aptitude Test, the Scholastic Assessment Test, or the recentered Scholastic Assessment Test of the College Entrance Examination, or an equivalent score on the American College Testing Program.

(2) A Florida Merit Scholar is eligible for an award equal to the amount required to pay 75 percent of matriculation and fees, if the student is enrolled in a public postsecondary education institution. A student who is enrolled in a nonpublic postsecondary education institution is eligible for an award equal to the amount that would be required to pay 75 percent of the matriculation and fees of a public postsecondary education institution at the comparable level.

(3) To be eligible for a renewal award as a Florida Merit Scholar, a student must maintain the equivalent of a grade point average of 2.75 on a 4.0 scale for all postsecondary education work attempted, with an opportunity for reinstatement one time as provided in this act.

History.--s. 7, ch. 97-77; s. 3, ch. 97-379; s. 12, ch. 98-272.

240.40207 Florida Gold Seal Vocational Scholars award.--The Florida Gold Seal Vocational Scholars award is created within the Florida Bright Futures Scholarship Program to recognize and reward academic achievement and vocational preparation by high school students who wish to continue their education.

(1) A student is eligible for a Florida Gold Seal Vocational Scholars award if the student meets the general eligibility requirements for the Florida Bright Futures Scholarship Program and the student:

(a) Completes the secondary school portion of a sequential program of studies that requires at least three secondary school vocational credits taken over at least 2 academic years, and is continued in a planned, related postsecondary education program. If the student's school does not offer such a two-plus-two or tech-prep program, the student must complete a job-preparatory career education program selected by the Occupational Forecasting Conference or the Workforce Development Board of Enterprise Florida for its ability to provide

high-wage employment in an occupation with high potential for employment opportunities. On-the-job training may not be substituted for any of the three required vocational credits.

(b) Demonstrates readiness for postsecondary education by earning a passing score on the Florida College Entry Level Placement Test or its equivalent as identified by the Department of Education.

(c) Earns a minimum cumulative weighted grade point average of 3.0, as calculated pursuant to s. 240.40202, on all subjects required for a standard high school diploma, excluding elective courses.

(d) Earns a minimum unweighted grade point average of 3.5 on a 4.0 scale for secondary vocational courses comprising the vocational program.

(e) Completes the requirements of a vocational-ready diploma program, as defined by rules of the State Board of Education.

(2) A Florida Gold Seal Vocational Scholar is eligible for an award equal to the amount required to pay 75 percent of matriculation and fees, if the student is enrolled in a public postsecondary education institution. A student who is enrolled in a nonpublic postsecondary education institution is eligible for an award equal to the amount that would be required to pay 75 percent of the matriculation and mandatory fees of a public postsecondary education institution at the comparable level.

(3) To be eligible for a renewal award as a Florida Gold Seal Vocational Scholar, a student must maintain the equivalent of a grade point average of 2.75 on a 4.0 scale for all postsecondary education work attempted, with an opportunity for reinstatement one time as provided in this act.

(4) A student may earn a Florida Gold Seal Vocational Scholarship for 110 percent of the number of credit hours required to complete the program, up to 90 credit hours or the equivalent. A Florida Gold Seal Scholar who has a cumulative grade point average of 2.75 in all postsecondary education work attempted may apply for a Florida Merit Scholars award at any renewal period. All other provisions of that program apply, and the credit-hour limitation must be calculated by subtracting from the student's total eligibility the number of credit hours the student attempted while earning the Gold Seal Vocational Scholarship.

History.--s. 8, ch. 97-77; s. 4, ch. 97-379.

240.40208 Eligibility for the Florida Bright Futures Scholarship Program; transition.--

(1) A student who graduates from high school in 1997 or earlier and who is eligible for the Florida Undergraduate Scholar's Program pursuant to 1s. 240.402 is eligible for the Florida Academic Scholars award as provided in this act. A student who graduates from high school in 1998 or 1999 is eligible for the Florida Academic Scholars award if the student meets the criteria in s. 240.40205. However, in lieu of satisfying the requirements set forth in s. 240.40205(1)(a) and (b), a student may meet the following criteria:

(a) Complete a program of at least 24 credits in advanced-level studies as prescribed by the State Board of Education, including as a minimum:

1. Four years of progressively advanced instruction in language arts, including courses in English composition and literature.
2. Four years of progressively advanced instruction in science, including laboratory courses in biology, chemistry, and physics where laboratory facilities are available.
3. Four years of progressively advanced instruction in mathematics, including courses in algebra, geometry, and calculus or trigonometry.

4. Two years of sequential foreign language.
 5. One year of instruction in art and music or in either art or music.
 6. Three years of instruction in social studies, including courses in American history and government, world history, and comparative political and economic systems.
 7. One year of instruction in health and physical education to include assessment, improvement, and maintenance of personal fitness.
- (b) Obtain at least the equivalent of an unweighted grade point average of 3.0 on a 4.0 scale for all courses taken for which high school credit may be granted.
- (c) Achieve a score of 1180 on the combined verbal and quantitative parts of the Scholastic Aptitude Test, the Scholastic Assessment Test, or the recentered Scholastic Assessment Test of the College Entrance Examination, or an equivalent score on the American College Testing Program or an equivalent program.
- (d) Complete a program of community service work, as approved by the district school board or the administrators of a nonpublic school, which shall include a minimum of 75 hours of service work and require the student to identify a social problem that interests him or her, develop a plan for his or her personal involvement in addressing the problem, and, through papers or other presentations, evaluate and reflect upon his or her experience.

Students who graduate from high school after 1999 must meet the eligibility criteria pursuant to s. 240.40205.

(2) A student who graduates from high school in 1997 or earlier and who is eligible for the Florida Vocational Gold Seal Endorsement Scholarship award pursuant to s. 240.4021 is eligible for the Florida Gold Seal Vocational Scholars award as provided in this act. A student who graduates from high school in 1998 or 1999 is eligible for the Florida Gold Seal Vocational Scholars award if the student meets the criteria in s. 240.40207. However, in lieu of satisfying the grade point average requirement set forth in s. 240.40207(1)(c), a student may earn a minimum cumulative unweighted grade point average of 3.0 on a 4.0 scale on all subjects required for a standard high school diploma. Students who graduate from high school after 1999 must meet the eligibility criteria pursuant to s. 240.40207.

(3) Effective for the 1997-1998 academic year, a student is eligible for an initial award of a Florida Merit Scholarship if the student:

- (a) 1. Is scheduled to graduate from high school in 1997;
 2. Completes, or is enrolled in all courses required to complete, the high school college-preparatory coursework required in this act;
 3. Achieves an unweighted grade point average of 3.0 on a 4.0 scale, or the equivalent, in high school courses that are adopted by the Board of Regents and recommended by the State Board of Community Colleges as college-preparatory academic courses; and
 4. Earns a score of 970 or above on the combined verbal and quantitative parts of the recentered Scholastic Assessment Test of the College Entrance Examination, or an equivalent score on the American College Testing Program; or
- (b) Has completed a college-preparatory curriculum in 1997 through an approved home school program and has attained a score of 970 on the combined verbal and quantitative parts of the recentered Scholastic Assessment Test of the College Entrance Examination, or an equivalent score on the American College Testing Program. Eligibility shall be determined in the same manner as for public school students. For students whose parents are unable to document a college-preparatory curriculum, a score of 1070 on the SAT, or equivalent score on the ACT, shall be required for award eligibility.

(4) To enable this act to be implemented during 1997 and 1998, the Department of Education and eligible postsecondary education institutions may adjust time limits imposed by law and rule so as to allow students and their high schools maximum opportunity to prepare applications for initial and renewal awards for students made eligible for a scholarship under this act.

History.--s. 9, ch. 97-77; s. 5, ch. 97-379.

¹**Note.**--Repealed by s. 11, ch. 97-77.

240.40209 Bright Futures Scholarship recipients attending nonpublic institutions; calculation of awards.--Notwithstanding ss. 240.40201, 240.40205, 240.40206, and 240.40207, a student who receives any award under the Florida Bright Futures Scholarship Program, who is enrolled in a nonpublic postsecondary education institution, and who is assessed tuition and fees that are the same as those of a full-time student at that institution, shall receive a fixed award calculated by using the average matriculation and fee calculation for full-time attendance at a public postsecondary education institution at the comparable level. If the student is enrolled part-time and is assessed tuition and fees at a reduced level, the award shall be either one-half of the maximum award or three-fourths of the maximum award, depending on the level of fees assessed.

History.--s. 6, ch. 97-379.

240.40242 Use of certain scholarship funds by children of deceased or disabled veterans.--The criteria for the use of scholarship funds which apply to students under the Florida Bright Futures Scholarship Program shall also apply to the children of deceased or disabled veterans who receive scholarships under chapter 295.

History.--s. 3, ch. 96-341; s. 15, ch. 97-77.

APPENDIX D

An Examination of States' Merit-Based Scholarship Programs

TABLE D-1
STATES WITH EXISTING SCHOLARSHIP PROGRAMS

STATE (Date of First Awards) Program Name	Award Amount	Initial Eligibility Requirements	Amount Expended	Number of New Awards	% Prior Year High School Graduates Receiving an Award
FLORIDA (1997) Bright Futures	<u>Academic Scholars</u> - 100% of tuition & required fees + a \$600 cost of education allowance at public 2- or 4-year institutions; if attending a private institutions, the amount is equiv. to the avg. in public sector. Top Scholars - top-ranked Academic Scholar in each school district receives an additional \$1,500 for college-related expenses. <u>Merit Scholars</u> - 75% of tuition & required fees <u>Gold Seal Vocational</u> - 75% of tuition & required fees	<u>Academic Scholars</u> - 3.5 weighted GPA in 15 college preparatory credits + 1270 SAT or 28 ACT. <u>Top Scholars</u> must also be the top-ranking Academic Scholar in the school district. <u>Merit Scholars</u> - 3.0 weighted GPA in 15 college prep credits + 970 SAT or 20 ACT. <u>Gold Seal Vocational</u> - 3.0 weighted in 15 college prep credits, + 3.5 unweighted GPA in 3 credits from same vocational program. Must meet subtest score requirements of 420V and 440M SAT, 16 on Reading, English, and Math subtests of ACT, or commensurate CPT scores.	(1998-99) \$93.2 million	(1998-99) 25,408	23%
GEORGIA (1993) HOPE Scholarship	Amount covers tuition and mandatory fees plus a \$150 per semester book allowance. For students attending a private institution in Georgia HOPE provides a \$3,000 an academic year scholarship.	Graduate from a Georgia high school with at least a B average on college prep curriculum.	(1997-98) \$173.3 million	(1997-98) 25,829	33%
KENTUCKY (1999) Kentucky Educational Excellence Scholarship (KEES)	Amount increases with GPA starting with \$125 an academic year for a 2.5 GPA and a maximum award amount of \$500 for a 4.0 GPA. Students may receive bonus money based on their ACT score. Bonus money ranges from \$36 a year for a 15 on the ACT to \$500 a year for a 28+. This makes the maximum possible award (including base amount and bonus) \$1,000 a year.	Graduate from a Kentucky high school and have a C+ or better average. The higher the achievement the more the award.	Do not have actual figure yet but the \$7 million in lottery funds should cover the awards.	(1999-2000) 19,931	53%
LOUISIANA (1998-99) Tuition Opportunity Program for Students (TOPS)	<u>Opportunity Scholarship</u> - Full tuition at a public university or a portion at a private institution in the state <u>Performance Scholarship</u> - Full tuition at a public university or a portion at a private institution in the state plus \$400 <u>Honors Scholarship</u> - Full tuition at a public university or a portion at a private institution in the state plus \$800 <u>Tech Award</u> - Full tuition at a public university in state for no more than 2 years	Must have graduated from a high school in the state. <u>Opportunity Scholarship</u> - 20 on ACT and 2.5 GPA <u>Performance Scholarship</u> - 23 on ACT and 3.5 GPA <u>Honors Scholarship</u> - 27 on ACT and 3.5 GPA <u>Tech Award</u> - 19 on ACT and 2.5 GPA	(1998-99) \$62.4 million	(1998-99) 26,000	62%
MISSISSIPPI (1995-96) Mississippi Eminent Scholars Grant (MESG) and Mississippi Resident Tuition Assistance Grant (MTAG)	<u>MESG</u> - \$2,500 year <u>MTAG</u> - \$500 year for freshman and sophomores and \$1,000 year juniors and seniors	<u>MESG</u> 3.5 GPA/29 ACT <u>MTAG</u> 2.5 GPA/15 ACT	(1997-98) <u>MESG</u> - \$3,360,807 <u>MTAG</u> - \$14,217,687	(1997-98) <u>MESG</u> - 567 <u>MTAG</u> - 10,025	<u>MESG</u> - 2% <u>MTAG</u> - 35%
NEW MEXICO (1997) Lottery Success Scholarships	Full tuition at a public university for up to 8 consecutive semesters	Must be a New Mexico resident and have graduated from a New Mexico public high school, an accredited New Mexico private high school, or have obtained a New Mexico GED. Must maintain a 2.5 (out of 4.0) GPA during their first college semester. Eligible students do not start receiving the award until their second semester of full-time enrollment, provided that all eligibility requirements have been met.	(Fall 1998) \$2,805,931 (Spr 1999) \$5,230,222	(Fall 1998) 4,139 (Spr 1999) 7,802	Fall 1998 - 22% Spr 1999 - 42%
SOUTH CAROLINA Life Scholarship (1998) and Palmetto Scholarship (1997)	<u>Life Scholarship</u> - \$2,000 annually for 4-year institution and \$1,000 annually for 2-year institution <u>Palmetto Scholarship</u> - \$5,000 annually	<u>Life Scholarship</u> - 1000 SAT (21 ACT) and 3.0 GPA and graduate from South Carolina high school <u>Palmetto Scholarship</u> - 1200 SAT (27 ACT) and 3.5 GPA and rank in top 5% of class, and graduate from South Carolina high school	(1998-99) <u>Life</u> - \$13,571,429 <u>Palmetto</u> - \$3,850,813	(1998-99) <u>Life</u> - 14,443 <u>Palmetto</u> - 631	<u>Life</u> - 38% <u>Palmetto</u> - 2%

SOURCE: Various published and Internet resources, supplemented by PEPC follow-up with State Higher Education Executive Office (SHEEO) or state financial aid personnel.

TABLE D-1
STATES WITH EXISTING SCHOLARSHIP PROGRAMS
 (cont'd.)

STATE (Date of First Awards) Program Name	Renewal Requirements	Renewal Rate	Limitations on Length of Use	Require Completion of FAFSA?	Can Use in Conjunction with other awards?	State Need-Based Aid Per FTE, 1997-98 (State Rank)
FLORIDA (1997) Bright Futures	<u>Academic Scholars</u> - 3.5 weighted in 15 college preparatory + SAT composite of 1270 or higher. <u>Top Scholars</u> must also be the top-ranking Academic Scholar in the school district. <u>Merit Scholars</u> - 3.0 weighted in 15 <u>Gold Seal Vocational</u> - 3.0 unweighted, + 3.5 in 3 voc credits		Whichever occurs first: 7 years from high school graduation, completion of first baccalaureate degree program, 90 semester hours (GSV) or 132 semester hours (FAS and FMS). Students may receive funding extension for longer degree programs.	No	Yes	\$131 (rank = 32nd)
GEORGIA (1993) HOPE Scholarship	Must maintain a 3.0 GPA	36%	Money awarded for no more than 127 semester hours. If student is in program that is longer they may receive HOPE for up to 150 semester hours or the length of the program, whichever is less.	Yes, or students can be exempt from doing so by completing the Hope Alternative Application (HAA)	HOPE Scholarship covers tuition and fees up to the amount not covered by Pell Grants and other aid. Students with a family income of less than \$50,000 must first apply for the Pell Grant.	\$6 (rank = 50th)
KENTUCKY (1999) Kentucky Educational Excellence Scholarship (KEES)	2.5 GPA first 2 terms, then 3.0 GPA after. If after 2 terms a student's GPA falls between 2.5 and 3.0 their award is cut by 50%. If their GPA falls below 2.5 then they lose their award.	N/A	Money awarded for maximum of 5 years.	No	Yes	\$256 (rank = 22nd)
LOUISIANA (1998-99) Tuition Opportunity Program for Students (TOPS)	<u>Opportunity Scholarship</u> - If <48 hours of credit 2.3 GPA and if 48< hours of credit 2.5 GPA <u>Performance Scholarship</u> - 3.0 GPA <u>Honors Scholarship</u> - 3.0 GPA (If Performance and Honors recipients don't maintain GPA then they are downgraded to Opportunity Scholarship.)	N/A	Must use Scholarship within one year after graduation from high school and can not receive it for more than 8 semesters	Yes	Yes	\$64 (rank = 37th)
MISSISSIPPI (1995-96) Mississippi Eminent Scholars Grant (MESG) and Mississippi Resident Tuition Assistance Grant (MTAG)	<u>MESG</u> - 3.5 GPA <u>MTAG</u> - 2.5 GPA	<u>MESG</u> - 892 renewals <u>MTAG</u> - 13,391 renewals	Can use for no more than 10 semesters	<u>MESG</u> - No <u>MTAG</u> - Yes - If choose not to submit FAFSA then must submit certified form stating that if they choose to fill out FAFSA in future and they qualify for a Pell Grant then they can not receive full merit grant.	<u>MTAG</u> - Students who qualify for a full Pell Grant can not receive either scholarship. If students qualify for partial Pell grant then they can only receive scholarship amount that brings them up to full Pell Award.	\$13 (rank = 48th)
NEW MEXICO (1997) Lottery Success Scholarships	Maintain 2.5 GPA	N/A	Must use in first regular semester immediately following high school graduation. Can be used for up to 8 consecutive semesters of support.	No	Yes	\$320 (rank = 16th)
SOUTH CAROLINA Life Scholarship (1998) and Palmetto Scholarship (1997)	<u>Life Scholarship</u> and <u>Palmetto Scholarship</u> - Maintain a 3.0 GPA and have accumulated the following credit hours 30 after 1st year, 60 after 2nd year, and 90 after 3rd year	<u>Life</u> - N/A <u>Palmetto</u> - 87%	<u>Life Scholarship</u> - Can receive for up to 10 semesters for 5-year program, 8 semesters for 4-year program, 4 semesters for 2-year program, and 2 semesters for 1-year program <u>Palmetto Scholarship</u> - maintain 3.0 GPA and complete 30 Semester credit hours a year	No	Can't receive both scholarships	\$221 (rank = 23rd)

SOURCE: Various published and Internet resources, supplemented by PEPC follow-up with State Higher Education Executive Office (SHEEO) or state financial aid personnel.

TABLE D-2
STATES WITH NEW SCHOLARSHIP PROGRAMS

1999

State	Amount	Initial Eligibility Requirements	Renewal Requirements	Require Completion of FAFSA?	Can Use in Conjunction with Other Awards?	Number of Initial Award Recipients
ALABAMA*	Free tuition at public colleges; \$1,500 grant at private institutions	At least a B average to receive an award for a four-year campus; no requirements other than a high school diploma to receive an award for a two-year institution	N/A	N/A	N/A	N/A
MARYLAND Hope Teaching Scholarship and Hope Science and Technology Scholarship	\$3,000 for public- or private-college tuition; \$1,000 for community college tuition	At least a B average and a pledge that for each year students receive the award they must work in the state. The award is divided into the Hope Teaching and the Hope Science and Technology. The Hope Teaching went to college seniors and the Hope Science and technology went to freshman pursuing degrees in that area. <u>next year both will be open to all students.</u>	Maintain 3.0 GPA to renew	No	Yes	Hope Teaching - 500 Hope Science and Technology - 784
NEVADA Millennium Scholarship (Committee Formed to come up with requirements)	\$2,500 at four-year public colleges in the state; \$1,250 annually for public community colleges	At least a B average; other requirements are possible but not yet set. Can use it for up to 8 years after graduation for a maximum of \$10,000	N/A	N/A	N/A	N/A
TEXAS Texas Grants (Toward Excellence, Access, and Success)	Equal to the average tuition and fees at public colleges in the state, now about \$2,500 a year at four year colleges, \$940 at community colleges, and \$1,400 at technical colleges; grant may be used at either public or private colleges	Must have graduated from a Texas high school, completed the recommended or advanced curriculum, have financial need, have applied for any available financial aid or assistance. Can use for up to 150 credit hours within 6 years.	In the first year of college the academic standards are set by the institution. In subsequent years must complete 75% of hours taken in prior semester, plus an overall GPA of 2.5	Yes	Yes	N/A
WASHINGTON Promise Scholarship (Trying to implement now. Funding and some program policies have not yet been finalized.)	Equal to two years' worth of community-college tuition, about \$3,000 total; based on K-14 premise; must be used at universities or community colleges	Top 10 percent of high-school graduating class, expanding to top 15 per cent for the Class of 2000; income must be less than \$69,000 (135 per cent of state's median income this year for a family of four)	N/A	Students must submit copy of parents 1040 tax return	Yes	Expect 2,200 - 2,300. Next year expect 50% increase in number of students. Hope to eventually serve up to 10,000 a year.
WEST VIRGINIA Promise Scholarship (In planning stages. No money yet allocated.)	Amount to be set by a board that would oversee the scholarship fund; the award could be used at public or private institutions in the state	At least a B average, which students must maintain in college to keep the award; more requirements may be set by a scholarship board	N/A	N/A	N/A	N/A

* In an October 12 ballot measure, Alabama voters rejected a state lottery which would have been the scholarships' funding source.

Initiatives to establish merit scholarship programs failed during the 1999 Legislative session in Idaho, New Hampshire, and New York.