

Executive SUMMARY

Challenges and Choices:

The Master Plan for
Florida Postsecondary
Education

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



January 1998



The development of a ***Challenges and Choices: The 1998 Master Plan for Florida Postsecondary Education*** began in November 1996. Through a series of issue briefs and public meetings, as well as experts' testimony and Commission discussion, key issues were identified and refined. Florida law (s. 240.147(2), F.S.), specifies that the ***Master Plan*** "shall serve as the basis for the development of strategic plans by the Board of Regents, the State Board of Community Colleges and the Independent Colleges and Universities of Florida." To assure coordination in planning, a series of three public hearings were held jointly by the Commission and the sector boards in May, June, and July 1997. This ***Executive Summary*** contains the goals and recommendations identified in ***Challenges and Choices***. Supportive narrative and statistical information is contained in the full ***Master Plan*** document which may be obtained by contacting the Commission office:

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For people with disabilities, ***Challenges and Choices*** is available in alternative formats by contacting the Commission office.



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January 23, 1998

Chairmen's
Letter

Dear Floridians:

The Postsecondary Education Planning Commission developed ***Challenges and Choices: The Master Plan for Florida Postsecondary Education*** in accordance with Section 240.147(2), Florida Statutes, which directs the Commission to "prepare and submit to the State Board of Education a master plan for postsecondary education." This ***Master Plan*** will serve as the basis for the strategic planning efforts of our public and independent postsecondary education sectors, and their active involvement throughout the development of ***Challenges and Choices*** is greatly appreciated. The Commission adopted ***Challenges and Choices*** on January 23, 1998.

This plan focuses on propelling Florida into the next millennium where the intellectual resources of the populace will determine the economic and social well-being of the State.

While building on previous master planning efforts, this plan focuses on propelling Florida into the next millennium where the intellectual resources of the populace will determine the economic and social well-being of the State. To raise the educational attainment of the citizenry, all available resources must be fully used and integrated. Limitations and constraints on the educational delivery system must be reviewed and, where appropriate, redefined. Missions need to reflect the strengths of institutions and portray the students, industries, and communities they serve while collectively meeting state needs and reflecting a cost effective use of state resources.

The goal to raise the educational attainment of the citizenry is laid before the State as the number of high school graduates surges, the diversity of students increases, while conversely, the ability to demonstrate preparation for college work decreases, and the demand for new skills in workers expands. These additional challenges amplify the importance of interdependence in preparing all students for employment and lifelong learning, employing varied teaching techniques to reach all learning styles, and improving teacher education.

The Commission believes that the leaders and citizens of Florida will recognize the present challenges facing the State and will choose the path to a stronger future.

Preparing Floridians for knowledge-based employment in the next century is fundamental to the future well-being of the State. Postsecondary education as it exists today cannot fully respond to this challenge without an increased focus on degree completion. Increasing access to degree completion will require strong collaboration, cooperation, and support from government, public and independent education, and business/industry in Florida. Not one of the issues addressed in **Challenges and Choices** is without cost, and a fair investment by all involved will be required. The choices made today will determine what Florida will be tomorrow. The Commission believes that the leaders and citizens of Florida will recognize the present challenges facing the State and will choose the path to a stronger future.

During the past 15 months, the Commission received information from citizens throughout the State and worked diligently to ensure that the **Plan** reflects the future needs of Florida. **Challenges and Choices** is the result of this work, and we are available to discuss it with you.

Sincerely,



Ivie R. Burch, Chairman
Postsecondary Education Planning Commission



Robert A. Bryan, Ph.D., Chairman
Master Plan Committee

Introduction

Over the past 15 months, the Commission has been working on the development of the ***Challenges and Choices: The Master Plan for Florida Postsecondary Education***. This represents the third iteration since the original ***Master Plan*** published in 1983. ***Challenges and Choices*** will serve as the basis for strategic plans to be developed by the State Board of Community Colleges, the Board of Regents, and the Independent Colleges and Universities of Florida.

Throughout the ***Plan's*** development, the Commission was guided by the vision developed for the 1993 ***Master Plan***:

Vision

Postsecondary Education must provide an environment in which individuals are able to develop their capabilities to the fullest—as lifelong learners, workers, citizens, and members of families and other social institutions. More specifically, a postsecondary education system must provide Floridians with the ability to acquire an increased cultural, historic, and scientific knowledge base; technical skills appropriate to both current and emerging employment opportunities; and an understanding and appreciation of the multicultural nature of society in our increasingly interdependent world. In providing these services, postsecondary institutions must be responsive to Florida's rapidly changing social and economic needs, including taking actions to optimize the use of the resources that will be available to support those institutions in the future.

Underlying Principles

The Commission adopted the following principles as a template for ***Challenges and Choices***.

Florida's postsecondary education system shall:

- *be student/customer focused;*
- *meet rising student demand while increasing program and degree completion and maintaining standards of excellence;*
- *be cost effective;*
- *use fully all providers and modes of delivery;*
- *require a fair investment by all beneficiaries—students, the state and local community, business and industry; and,*
- *reward excellence in operation and results.*

Challenges and Choices provides an update of the condition of Florida postsecondary education by focusing on Access, Interdependence, Outcomes, and Funding.

Introduction

Challenges and Choices provides an update of the condition of Florida postsecondary education by focusing on Access, Interdependence, Outcomes, and Funding. Recommendations in each of these areas provide direction to the State as it faces the challenges of a new century.

Access

The Commission recognizes that the citizens and leadership of Florida expect postsecondary education to operate and increase its productivity in an environment of contradictory conditions. The demand for postsecondary education is facing explosive growth caused both by increasing numbers of students graduating from the state's high schools and by the market demand of a highly competitive, global, post-industrial economy. The economy is increasingly based on information, service, and technology industries that require highly trained individuals, both for job entry and throughout their work life.



As student and market demand for postsecondary education soars, fiscal resources are constrained. Postsecondary education faces the long-term phenomenon of costs rising faster than revenues, limitations on the tax base, and a stable or declining share of general revenue. Although some of the rising costs are a function of its labor intensity, the transformation of postsecondary education institutions into institutions offering comprehensive and extensive programs and services has significant fiscal impact. Drifting away from a fundamental mission toward a broad mission contributes to increasing costs, but not necessarily to higher productivity; i.e., graduates prepared for the workforce and research that enhances economic development.

The citizens and leadership of Florida expect postsecondary education to operate and increase its productivity in an environment of contradictory conditions.

In an environment of limited fiscal and human resources, no single higher education institution can meet all of the current and emerging needs of society. An efficient, effective, and quality system of postsecondary education is one in which individual institutions devote their resources to addressing distinctive needs.

Florida postsecondary institutions must focus on their individual strengths while enabling the system as a whole to adjust to the demands of the new economy.

Goal

ACCESS

Projections are **Recommendation:**

*that the total
statewide
headcount
enrollment in
2010 will be
888,141, an
increase of
258,746 (+41
percent) over
1995 levels.*

1 Each institution, with appropriate direction from governing and coordinating boards, should identify its distinctive mission and focus its resources on its strengths and priorities. The roles of different institutions should be coordinated so that, taken together, they meet important state needs and reflect a cost effective use of state resources.

The Commission recognizes that the State must provide additional capacity in higher education and is interested in expanding the ability of students to obtain baccalaureate degrees offered at one location (lessening the need for a student to enroll at a different location to complete a degree). With these considerations in mind, the Commission has identified the following responses to meet the future postsecondary access needs in our state:

- ***Increase enrollment at each existing SUS institution.*** This response would simply accommodate a significant portion of the projected enrollment growth by allowing growth at the ten existing universities.
- ***Establish a state college system.*** This response would entail the establishment of a "middle tier" system of public colleges in Florida that would focus solely on the provision of baccalaureate-level instruction.
- ***Authorize community colleges to offer selected baccalaureate degrees.*** This response would add upper-level instruction at the community colleges in selected fields leading to the baccalaureate.
- ***Increase the number of joint-use facilities at community colleges and state universities.*** This response would involve the establishment of additional "joint-use facilities" at community colleges and state universities that would allow students to take both community college and state university courses on site. There are two variations of this response. The first would be based on existing funding and workload practices. The second "modified" version would rely on funding and faculty workload associated with undergraduate teaching institutions.
- ***Increase the state subsidy to in-state students attending Florida private institutions.*** This response would entail an increase in the Florida Resident Access Grant (FRAG) from its current level (\$1,600 per year) to encourage more Florida residents to attend in-state private institutions.

- Increase the use of distance learning and instructional technology.**
 This response would seek to increase access to higher education via expanded use of distance learning and instructional technology.

Response	Annual Cost per Additional 10,000 FTE Students	
Expand enrollment at SUS institutions	\$108.2 million	<i>The Commission has identified responses to meet the future postsecondary access needs in our state.</i>
Expand current joint-use facilities	100.3 million	
Create modified joint-use facilities	60.2 million	
Establish state college system	76.9 million	
Authorize community colleges to offer selected baccalaureates	66.5 million	
Increase state subsidy to students in private institutions*	30.0 million	

*Based on annual Florida Resident Access Grant Award of \$3,000 per student. This figure does not include the cost of increasing the value of all existing FRAG awards (approximately \$32.5 million based on 20,344 recipients in 1997-98 and an additional \$1,600 per award).

Florida must provide increased opportunities for access to higher education.

Goal

Recommendations:

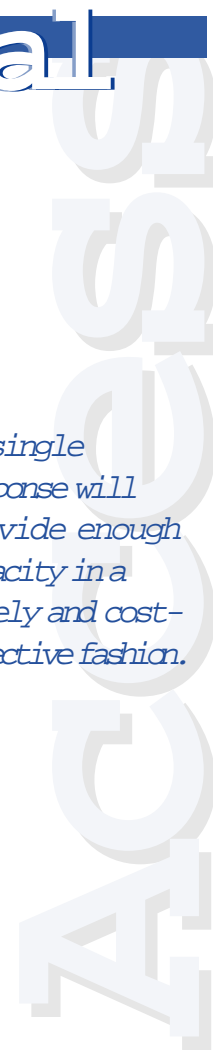
2 The Legislature must provide additional funding for meeting the access demands for higher education.

3 No single response will assure quality and cost effectiveness in meeting the access needs of our state. A combination of the responses identified above should be used to meet these needs.

4 Any four-year public postsecondary institution authorized in the future in Florida should not include doctoral education and research as part of its mission.

5 The Postsecondary Education Planning Commission should develop a feasibility plan outlining the actions necessary to create a "middle tier" system for our state. The plan should address governance issues related to implementation of this response to access. This plan should be completed by December 31, 1998, for submission to the Legislature for consideration.

No single response will provide enough capacity in a timely and cost-effective fashion.



The Board of Regents should prepare a detailed plan for expanding the joint-use model. The plan should address the anticipated number and location, optimal size, instructional loads of faculty, and anticipated funding requests for both operating and capital costs of these joint-use centers (both in total funding and on a per-student basis). This plan should be completed by December 31, 1998, for review by the Postsecondary Education Planning Commission and submission to the Legislature.

The State Board of Community Colleges should develop a methodology for determining the need for and costs of offering limited baccalaureate programs at selected community colleges. These recommendations should be completed by December 31, 1998, for review by the Postsecondary Education Planning Commission and submission to the Legislature.

The Postsecondary Education Planning Commission should be charged with program approval for baccalaureate programs for community colleges. This process would be similar to the existing contract approval process used by independent institutions. The Commission should work with the State Board of Community Colleges (SBCC) in developing this baccalaureate program approval process. No community college should be allowed to request a change in institutional accreditation status without approval of the SBCC and the Commission.

Access and Productivity

A well-educated citizenry is the cornerstone of the future of Florida. As a matter of public policy, Florida should provide educational opportunity for students to continue to study in programs commensurate with their qualifications. With the enrollment and funding challenges facing Florida, commitments to fund increased enrollment growth are needed from the Legislature, and postsecondary education institutions need to become more efficient in their operations and more productive in terms of their education and completion of students. The educational experience should be a seamless and efficient continuum from pre-school programs through graduate school.

Goal

Florida must increase the productivity of the postsecondary educational system.

Recommendations:

9 The Articulation Coordinating Committee should examine the feasibility of further integrating the educational experience across the public and private sectors and recommend specific measures that would reduce any artificial barriers that currently exist. Such recommendations should include how the high school curriculum can be improved and integrated with the general education curriculum now present in postsecondary education to reduce curricular redundancy, decrease the need for remediation, and foster student degree attainment.

Approximately 60 percent of recent high school graduates entering community colleges require remedial instruction in at least one area.

10 Priority for performance-based incentive funding should be given to improving completion rates in high failure rate (bottleneck) courses.

Technology

The Commission has followed the advances of technology and the resulting policy challenges that have arisen. The new technologies are exciting, and evidence exists to support their potential educational effectiveness. While technology is not the panacea for all of the problems facing the state's educational sectors, educational technology can allow postsecondary educational institutions to become more efficient in teaching additional students.

Florida must use educational and telecommunications technologies to improve student learning, access to the associate and baccalaureate degrees, and overall institutional efficiency.

Recommendations:

11 The Board of Regents and the State Board of Community Colleges should eliminate any policy that restricts student access to instructional courses and programs using distance learning technologies.

Goal

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12 Each state university and community college should provide all students with current and accurate information about the process for seeking financial aid and the acceptance for credit toward a degree for courses that originate from outside institutions.

13 The Board of Regents and the State Board of Community Colleges should examine the feasibility of providing degree granting authority through an existing institution or a "virtual institution" for students who wish to complete large portions of their coursework through alternative means.

14 The Board of Regents and the State Board of Community Colleges should focus on providing the required tools, training, and technological support to faculty members necessary to enhance or adapt their delivery of instruction.

15 The Board of Regents and the State Board of Community Colleges should review the traditional faculty reward structure to ensure that adequate attention is devoted to the technology training and course development at the institutional level. Faculty members should be required to attain a minimal level of technological ability as a condition of employment.

16 The Legislature should adapt the Teaching Incentive Program to reward faculty members who successfully convert or adapt their course materials for effective electronic delivery.

17 State universities and community colleges offering distance learning courses and degree programs should be required to develop a plan that ensures students who are enrolled in such degree programs will be provided appropriate student support services. The plan should include a description of the services to be provided and provision for funding the delivery of such services.

18 The current design and implementation of the Statewide Student Academic Advising System should be reconsidered so that the experience of other state systems and the needs and benefits to students can be more readily considered and included.

The ultimate success or failure of efforts to deliver instruction via alternative methods will be determined by the level of support offered to students.

19 The Board of Regents and State Board of Community Colleges should conduct a review of equipment procurement plans and replacement policies for advanced telecommunications and computer technologies and make recommendations concerning the feasibility of shifting the costs of technology away from capital expenses (operating capital outlay) to ongoing expense categories through short-term lease arrangement or other means. The review could also include the consideration of plans to require students to obtain computers as a condition of their enrollment.

20 The Board of Regents, State Board of Community Colleges, and state libraries should place a high priority on the statewide purchase and/or licensing of on-line databases and related instructional materials or equipment.

Access

Interdependence

All education sectors need to be able to respond to the lifelong educational needs of Floridians and provide a broad range of programs to meet a variety of individual and workforce needs. For this to occur, a coordinated and cost-effective delivery system must be in place. A seamless system is one coordinated educational delivery system that allows students to move smoothly from one education level to the next so that they are able to optimize their achievement.



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

Goal

Preparation for Postsecondary Education

The need for Floridians to pursue education beyond high school continues to increase. The Commission strongly believes that if Florida's postsecondary system is to become more efficient and productive, graduates from the state's public schools must become better prepared academically for postsecondary education.

Recommendations:

1 The Department of Education should establish as a goal the attainment of the College Ready Diploma as a requirement for graduation from all Florida public schools.

2 The Board of Regents and the State Board of Community Colleges should work collaboratively with the Department of Education to encourage all high school students to take the college preparatory curriculum.

3 The Department of Education should encourage counseling programs in all public middle and high schools to explain to students the curricular requirements of the college-ready diploma and academic competencies needed for successful postsecondary work and to provide parents with information on the value of the college-ready diploma curriculum for academic success at the postsecondary level and success in the workplace.

The best way to improve Florida's colleges and universities is to improve and strengthen the academic choices made by the state's high school students.

4 All universities, community colleges, vocational centers, and public schools should provide comprehensive career services for students that will link academic programs with careers and will provide students with experiential work internships and cooperative education opportunities.

5 The Department of Education, in conjunction with the Postsecondary Education Planning Commission, the Florida Commission on Education Reform and Accountability, and the postsecondary sector boards should identify, for each education level beyond high school, the communication and computation skills that are required for academic success.

Educational Partnerships

Intersector partnerships among institutions throughout the state must become a priority and part of a long-term, "systemic" attack on educational deficiencies, with the goals being to improve student achievement and to increase the rates at which students graduate from high school and enroll in and complete a postsecondary degree.

Recommendations:

6 To address the academic preparation of public school graduates, particularly in urban schools, the Board of Regents, the State Board of Community Colleges, and the State Board of Independent Colleges and Universities should direct all postsecondary institutions to establish educational partnerships with schools in their service area and/or region. This directive should be stated as a priority goal in the Strategic Plans of the sector boards.

7 Each postsecondary institution should develop an action plan in conjunction with its public school partners that identifies specific activities to improve the public schools and that increases the number and percentage of qualified students who graduate from high school and who are academically prepared for postsecondary education and the workplace. The action plans should be presented to each state board for review and endorsement.

Florida's postsecondary institutions must take greater responsibility for improving primary and secondary schools, particularly in the state's urban areas.

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

9 The Board of Regents should ensure that the participation in public school partnership activities by state university system faculty and administrators from all academic disciplines is recognized in the service component of the faculty tenure system.

The Preparation of Teachers for Florida Schools

The Commission believes that the crucial factor affecting the quality of education for public school students is the quality of the individual teacher in the classroom. Teacher preparation programs must prepare educators who can demonstrate in-depth knowledge of subject matter, can teach effectively, can match their teaching with the experiences and cultural backgrounds of their students, are skilled in classroom management and educational technology, and are visionary in their approach to school improvement.

Florida schools must employ competent and caring teachers who have the knowledge and skills needed to meet the diverse needs and to optimize the achievement of their students.

Recommendations:

10 All Florida teacher preparation programs in secondary education should include an arts and sciences discipline major and should include instruction in student diversity, performance assessment, educational technology, exceptional education, English as a Second Language (ESL), and early and varied field experiences in schools.

11 The curriculum of all teacher preparation programs in Florida should be structured so that, prior to graduation, teacher candidates are able to demonstrate successfully specific skills/competencies, as identified in the 12 educator-accomplished practices, and are able to teach and assess the content in the Sunshine State Standards.

The teaching profession should be accessible to all individuals who possess the knowledge, skills, and commitment to perform effectively in the classroom.

Goal

System

System

System

The Department of Education, in conjunction with the school districts and the state's teacher preparation programs, should implement a performance-based teacher certification system that will provide sufficient flexibility to attract qualified individuals to the teaching profession through the validation of competencies that directly relate to teacher effectiveness.

The Needs of Urban Schools and Minority Teacher Supply

The urban school clientele represents a unique set of educational needs, and the classroom teacher plays a crucial role in creating and sustaining a learning environment for urban students. All of the state's prospective teacher candidates should be able to demonstrate the knowledge, skills, and attitudes needed to effect long-term improvement in the academic performance of urban students. Primary to this training should be early field experiences and internships in schools with multiple and diverse student populations. Each school district must increase the ethnic and cultural diversity of its teaching corps so that it reflects the diversity of its student population.

The classroom teacher plays a crucial role in creating and sustaining a learning environment for urban students.

Realities Regarding Florida's Ten Largest School Districts

These districts enroll:

- 63 percent of the state's public school students,
- 76 percent of the state's minority students,
- 59 percent of the state's exceptional education students, and
- 84 percent of the state's limited English proficient students.

Florida's production of minority classroom teachers has failed to keep pace with the steady increase in minority school population.

Recommendations:

Florida's teacher preparation programs should adopt the following priority goals, and these goals should be stated in the Strategic Plans of the sector boards:

1 to restructure their curriculum to prepare teachers that will meet the educational needs of urban school students and will improve student achievement and success in urban school environments.

2 to recruit, retain, and graduate higher numbers of minority teachers.

14 The Legislature should expand the Minority Teacher Education Scholarship Program through increased funding to support minority teacher candidates.

Teacher Salaries and Work Environment

Low teacher salaries in Florida continue to exacerbate the recruitment of qualified individuals to meet the growing demand for qualified teachers. To attract bright, talented individuals to teaching, salaries must be competitive with other business and health care professions, and the working environment must be safe and conducive to teaching and learning.

Minimum Teacher Salaries Bachelor Degree Level, 1996-97

Salary Range	Number of School Districts
\$20,000 - \$22,000	11
\$22,000 - \$24,000	41
\$24,000 - \$26,000	10
\$26,000 - \$28,000	1
\$28,000 - \$28,600	4

In 1996-97, the average starting teacher salary in Florida was \$23,226.

Recommendation:

15 The Department of Education must take the lead in the statewide implementation of an action plan to enhance the teaching profession. The Action Plan should address the following priority goals:

- 1** raise teacher salaries to the upper quartile nationally;
- 2** provide regular in-service professional development for teachers and administrators; and
- 3** ensure a safe and professional work environment for teachers.

Teacher Supply and Demand

The 28 state-approved teacher preparation programs continue to be unable to produce sufficient numbers of teachers to meet the teacher demand for the state's public schools. Technology exists that can improve the accuracy and completeness of the reporting

by school districts of teacher supply and demand data and can allow the application process for in-state and out-of-state teacher candidates to become more efficient.

The Department of Education estimates that from 40-45 percent of annual teacher vacancies are filled by out-of-state individuals.

Recommendations:

The Department of Education, in conjunction with the state school district personnel offices and the state teacher preparation programs, should establish a statewide database to report school district teacher vacancies and maintain qualified applications on file, both by school level and by degree specialty, and should implement a standard computerized application form for electronic transmittal by teacher candidates and for access by school employers.

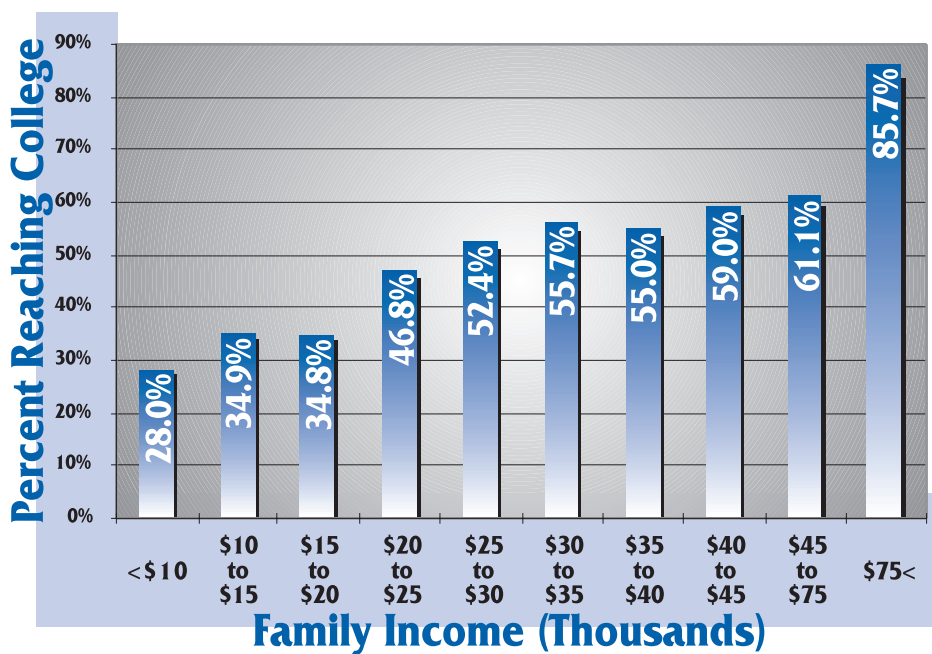
The Department of Education should annually analyze information collected by school districts via exit interviews as to why teachers leave the profession.

Outcomes

The engine of economic development for the 21st century will be driven by those who can maximize and harness intellectual resources. As the dramatic shift to intellectual resources continues to evolve, postsecondary education must fulfill two fundamental roles: workforce preparation and economic development. *Workforce preparation* prepares people for current jobs or for ones that will soon be available. *Economic development* entails a long-term, future perspective of and plan for creating the economic condition desired by a state's government, industries, and citizens. This will require re-examining the role of educational institutions and, subsequently, increasing the educational attainment of the entire population. The degree to which Florida's postsecondary education fulfills its roles of workforce preparation and economic development reflects its level of performance and will define the state's future. Educational opportunity, curricula appropriate to a changing world, attention to societal needs, and focused research are all essential to a prosperous and competitive Florida.



Chance For College Among 18-24-Year-Old Dependent Family Members By Family Income, 1995



A child's chance for college is strongly influenced by family income.

Note: Chance for college is the product of high school graduation rates and college continuation rates.
Source: Postsecondary Education *Opportunity*, October 1997.

Goal

Florida must produce an educated populace prepared to use intellectual resources in the workplace and to advance the economic and social conditions of the state.

Workforce Preparation

Florida is not sufficiently prepared to meet the demands of the emerging economy for better-educated and higher skilled workers.

Workforce preparation involves readying people for a knowledge-based, information-driven economy. The readiness of Floridians to fill high wage and high skill jobs is dependent on the ability of the state's educational services to prepare its residents.

Educational goals and strategies for Florida must be framed through consideration of economic forecasts, completion rates for the nation and the top ten economically strong states, and postsecondary entrance rates to accomplish the vision for a leadership economy. This can be accomplished most effectively by addressing the educational attainment of both new high school graduates as well as the working age population at large.

Educational Outcomes In Florida

Floridians with baccalaureate or higher degrees earn higher salaries, see larger increases in their salaries over time, and are much less likely to receive public assistance than non-postsecondary degree holders.

	Full Time Earnings ¹	% Receiving Public Assistance	% Increase in Earnings ²
Without High School Diploma	\$3,685	29.5	10
High School Diploma	3,884	9.4	31
Voc/CC Certificate	5,640	10.4	21
Associate's Degree	6,542	1.8	24
Bachelor's Degree	7,707	0.5	34
Master's Degree	9,725	0.3	20
Doctoral Degree	11,568	0.0	21

Source: FETPIP, Lanham and Whitfield 1996, pages 10,12, &15.

Notes: (1) Fourth Quarter 1994 Earnings for Florida graduates 90-91 Cohort.

(2) Percent increase in earnings from 1991 to 1994 for 90-91 cohort.

Data collected in Fourth Quarter underestimate earnings for higher education.

Goal

Florida must increase the postsecondary education attainment of Floridians to meet workforce demand and to provide the intellectual resources for knowledge-based employment.

Note: The Commission believes that this goal and the following recommendations are fundamental to the future economic well-being of Florida. The Commission also recognizes that postsecondary education as it exists today cannot fully respond to these challenges without increased access to degree completion. Increasing access to degree completion will require strong collaboration, cooperation, and support from government, public and independent education, and business/industry in Florida.

Recommendations:

1 The State should increase the percentage of Florida's high school graduates who participate in postsecondary education immediately following high school graduation.

Enrollment Immediately Following High School Graduation

Florida Target (2000):	65%
Florida Target (2010):	75%

2 The State should increase the postsecondary completion rate for Florida high school graduates by identifying and addressing factors that affect the progression of students through the education system. The State should minimize and eliminate the structural, financial, and programmatic barriers to degree attainment.

Postsecondary Completion per High School Graduation Cohort

Florida Target 2000 (1990-91 High School Graduation Cohort):

Completion of Associate Degree/Vocational Certificate:

19% within 10 years

Completion of Baccalaureate or Higher Degree:

20% within 10 years

Florida Target 2010 (2000-01 High School Graduation Cohort):

Completion of Associate Degree/Vocational Certificate:

25% within 10 years

Completion of Baccalaureate or Higher Degree:

25% within 10 years

It is with attainment of postsecondary education in general, and with the baccalaureate specifically, that better paying jobs occur to benefit both individuals and the quality of life and economic condition for all Floridians.

3 The State should increase the number of baccalaureate degrees granted per 100,000 18-44-year-old population to the average degrees granted in the top ten economically strong states.

Degrees per Working-age Population

Florida Target 2000: 80% of Top Ten Average

Florida Target 2010: 90% of Top Ten Average

All of Florida's residents should have the opportunity to develop their talents to the fullest and to advance in their careers.

4 Postsecondary institutions should recruit working age residents who have not completed postsecondary programs to return and complete those programs. The State should encourage residents to advance their education beyond their current level. The State should minimize and eliminate structural, financial, and programmatic barriers for returning adult students.

5 The state's workforce development initiatives and educational institutions should prepare working age adult Floridians who require government assistance for entry into and advancement in the workforce by increasing their literacy proficiency and occupational skills.

Economic Development

Florida's role in the world economy of the 21st century is dependent on the continuing discovery and practical application of knowledge. Long-term, sustained industry growth and economic success require long-term investment in research. Higher education can invest in research by strengthening partnerships and coalitions with Florida industry, supporting and expanding graduate education--particularly in the engineering and sciences--and by seeking additional support for research and development projects.

Doctoral Degrees Granted By Selected States Per 100,000 18-44-Year-Old Population, Public And Private Institutions, 1994-95

State	Degrees Granted Per 100,000 18-44-Year-Old Population
Massachusetts	87.9
Illinois	58.3
New York	52.5
Colorado	49.9
Pennsylvania	50.3
California	38.9
Virginia	37.1
North Carolina	34.1
Florida	31.1
Georgia	30.2

U.S. Average **41.0**

Florida granted 76% of the national average of doctoral degrees awarded in 1994-95.

Source: State University System, Academic Programs.

Note: *Per Capita measure is per 100,000 18-44-year-old population in 1993, U.S. Census Bureau.

Florida must promote discovery and application of knowledge to improve its position in the interdependent global economy.

Goal

Closer ties between universities and industries have led to important discoveries and product development, many with commercial potential.

Recommendations:

6 Postsecondary institutions should continue to form and enhance business, industry, and government partnerships that promote economic growth, research and development, graduate student training, and facilitate the transfer of people and ideas from academe into the workforce.

7 Postsecondary institutions and sector boards should target resources on fields in which education and industry share mutual strengths.

8 Postsecondary institutions should strengthen partnerships with public education to ensure that students are encouraged and prepared to pursue higher education opportunities in engineering and the sciences.

The role of graduate education in Florida is to produce the intellectual leadership for the next century.

9 Postsecondary institutions and sectors should increase the number of graduate students, particularly among underrepresented populations, in science and engineering through stipends, graduate fee waivers, and research and employment opportunities with state government, business, and industry.

10 Postsecondary institutions should collaborate with business and industry to ensure that a higher share of graduates from science and engineering fields are hired in Florida.

11 Postsecondary institutions and the sector boards should seek additional financial support from business and industry partners who benefit from the brain power provided by postsecondary institutions in Florida. When forming research partnerships, preference should be given to those industries that provide opportunities for graduate student training and employment.

12 Postsecondary institutions should develop additional, diversified sources of federal support in areas of research and development. Institutions receiving the bulk of federal support should consider working cooperatively on sponsored projects with other less well-funded SUS institutions.

Long-term, sustained industry growth and economic success require long-term investment in research.

13 In collaboration with postsecondary institutions, the sectors should identify needs of the State that are critical to improving the quality of life for all Floridians. The SUS should continue its strong encouragement of faculty in seeking funding for and engaging in research projects related to identified critical state needs.

14 The Legislature should allocate a specific proportion of general revenue funds allotted each year to the public universities to promote private-public partnerships to conduct applied research critical to Florida's needs.

Funding

One of the laws of economics is imbedded in the cliché, "You get what you pay for." In other words, mediocrity is relatively cheap; excellence is expensive. For too long, the people of Florida seem to have operated on the assumption that public education, both K-12 and postsecondary, can be both cheap and good. The State, however, can no longer operate on that belief. Florida, now the fourth largest state in the nation, has been thrust into a leadership position which it is not fully prepared to assume mainly because its public education systems do not measure up to those of other leading states such as California, Texas, Michigan, and New York. If the very nature of the State is changing to that of a high technology headquarters for world trade, educational systems must change. The citizens of Florida must be willing to invest in our future through fair, equitable taxation to support public education at much higher levels. Our students deserve no less.



Florida must find new ways to provide affordable access to a high quality postsecondary education, based on a fair investment by all involved—students, the state and local community, business and industry.

Goal

Accountability/Performance Funding

Since 1991, Florida has renewed its focus on accountability and performance funding, which essentially merges the concept of accountability with budget decisions. This latter concept has taken two forms: performance-based program budgeting which is used to frame overall budget requests in terms of desired outputs (e.g., graduates) and outcomes (e.g., higher average earnings); and, performance-based incentive funding which actually distributes funds based on achievement of results (e.g., x dollars per completer, x dollars per placed completer).

Recommendations:

1 The Legislature and the sectors should continue to focus on performance at the state level through the use of incentive funding with a limited share of the overall budget.

Performance funding must be limited to a small number of indicators consistently applied and used to guide rather than dictate funding.

The Commission, in cooperation with the sectors, should recognize and reward individual institutions' efforts to apply the principles of performance funding and productivity management.

Funding for Instruction and Research

The 1997 Legislature, in proviso language accompanying Specific Appropriation 186 in the General Appropriations Act, directed the Board of Regents to revise the Enrollment Funding Model to reflect the cost per FTE student at the lower level; the upper level; the graduate level, separating out master's, Ph.D.s, and the medical professional level; and other appropriate divisions. An approach that differentiates among all major instructional levels would be a more accurate reflection of both current expenditures as well as the actual cost impact of proposed new programs.

If Florida is to build a system distinguished by the unique strengths of its individual institutions, it is time to appropriate funds as well as report costs in accordance with their various missions.

Recommendations:

The Legislature and the Board of Regents should adopt a revised university funding methodology that more accurately reflects the level of research and instruction provided by each institution in accordance with its individual mission. This funding methodology should distinguish costs for lower and upper level undergraduate instruction as well as master's, doctoral, and professional.

As a supplement to the adopted funding methodology, the Legislature and Board of Regents should establish an incentive grant fund that would recognize and reward individual institutional success in obtaining external research support.

Public Education Capital Outlay (PECO)

Last year, in an attempt to deal with public school overcrowding, the Governor's Commission on Education recommended broadening the gross receipts tax to include cable, water, sewer and solid waste. It was anticipated that this would provide an additional \$1 billion in PECO bonding authority over the next five years. The 1997 Legislature did not act on this recommendation. The Governor's Commission was subsequently expanded to include legislative representatives and has recently adopted a recommenda-

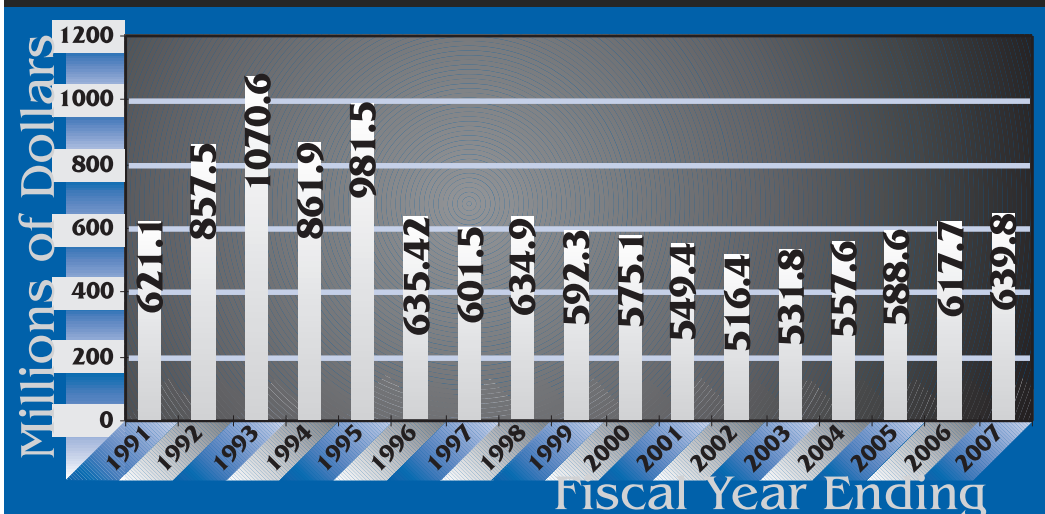
tion to the Governor and Legislature. The Commission recommends that, once the current public school unmet need is addressed, 60 percent of future PECO revenue be divided evenly between state universities and community colleges (presently each of these sectors receives 20 percent, although in the past, 100 percent of these funds went to postsecondary education). This work, acted upon during the November Special Session of the Legislature, should serve as an excellent foundation for replication at the postsecondary level.

Recommendations:

5 The Governor's Commission on Education should examine facility needs at the public postsecondary level, taking into account existing capacity, need for additional space, maintenance and repair, accountability, and either expansion of current fund sources or identification of new sources of support.

6 Once public school facility needs are addressed, the Legislature should implement the Governor's Commission on Education recommendation that a majority (at least 60 percent) of PECO funding go to the postsecondary level. Each sector's share of the increase should be based on future enrollment and unmet need.

Estimated Maximum Available PECO Appropriations, FY 1990-91 To 2006-07

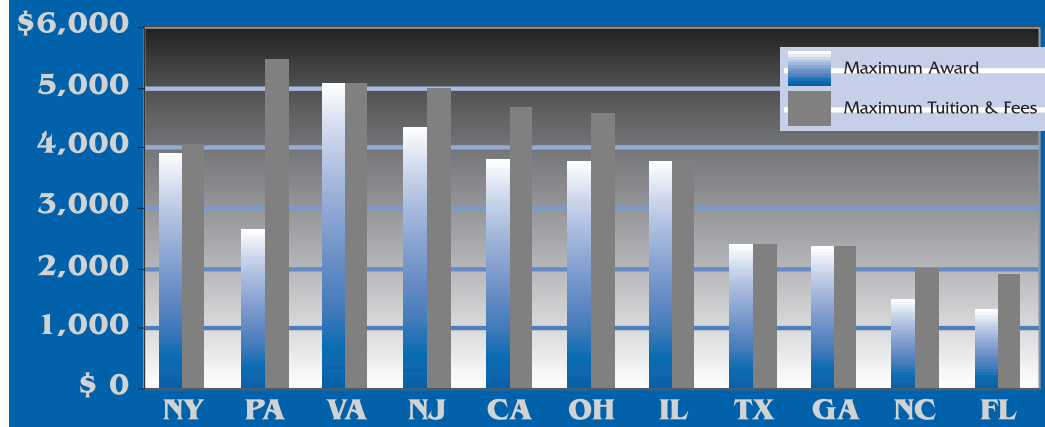


Source: Executive Office of the Governor, October 17, 1997



Maximum Award Under State Need-based Grant Program Compared To Maximum Tuition And Fees In Public Four-year Institutions, Selected States, 1995-96

The Commission has continually encouraged both need and merit to be considered in the distribution of aid.



Source: Postsecondary Education Planning Commission.

Tuition and Financial Aid

Low tuition is not an efficient form of financial aid.

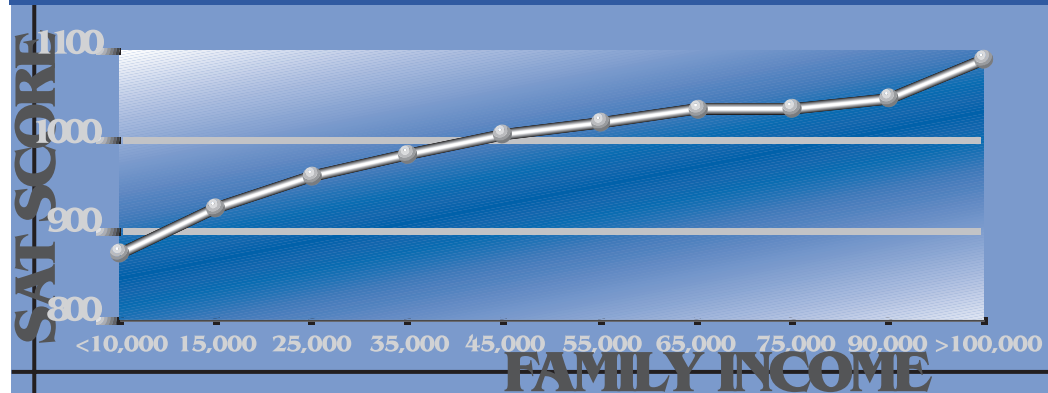
Increasing tuition to the national average would annually generate an additional \$211 million for State University System undergraduates and \$57 million for community college students enrolled in credit programs.

Policies and funding practices related to tuition and fees, need-based and merit-based financial assistance, and the Prepaid Tuition Program interact to determine not only how postsecondary education is supported but also who enters and completes programs. Since 1967-68, Florida has changed from a state with annual tuition cost for a four-year college at 124 percent of the national average to a low tuition state. Low tuition is not an efficient form of financial aid because it subsidizes all students regardless of ability to pay. Provision for adequate student need-based financial assistance is critical in ensuring access and program completion, as the estimated chance for a baccalaureate degree differs dramatically by family income; Florida ranks low in this area as well.

Recommendations:

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

SAT Score By Family Income



Students qualifying for Florida's Bright Future Scholarship are more likely to be found in the higher family income levels.

Family income level is the mid-point of each range.

Source: Florida Department of Education, August 1996.

8 All applicants for any state student 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.

9 The Legislature should require that supplemental vocational training be self-supporting with the costs borne by the employers and employees who are involved.

10 The Legislature should extend the Florida Prepaid College Program's coverage to include local fees and other federally authorized college costs. In addition, the Legislature should provide funding that will enable the Program to match additional private-sector donations to increase Project STARS outreach to lower income students. The future role and scope of the Prepaid Program should be examined by its Board and the Legislature in light of recent federal legislation authorizing additional savings and tax credit options.

11 The Florida Prepaid Tuition Program must not become a major factor in determining the state's future tuition policy. The Legislature should not constrain its tuition decisions based on the actuarial projections of the Prepaid Program since the program has a variety of options available for addressing tuition increases that exceed the current rate projections.

Future

Support for the Independent Sector

Florida is a leader in the provision of state support to independent postsecondary institutions (over \$73 million in direct and indirect support during 1996–97). The Florida Resident Access Grant (FRAG), designed to narrow the tuition gap between public and independent institutions, provides \$28 million to over 16,900 Florida residents in eligible, regionally accredited baccalaureate granting independent colleges and universities. In addition to academic program contracting, which provides student access to high demand programs (engineering, nursing) at selected independent institutions, the State provides direct institutional support (e.g., the Medical School and Rosenstiel School of Marine and Atmospheric Sciences at the University of Miami). The Commission has supported the expansion of these funding strategies to include technical training offered by licensed independent schools, institutes, and colleges.

Contracting for spaces in high wage, high demand fields in which program graduates are subject to external validation or licensure represents a potentially cost-effective component of Florida's workforce development strategy.

Recommendations:

12 The State should continue to invest in the Florida Resident Access Grant as well as other programs that will maximize the contribution of independent postsecondary education to Floridians.

13 The principals involved in the Education Estimating Conference conducted pursuant to s. 216.136(4), F.S., should include the independent sector in the enrollment estimating process in recognition of the important role these institutions play in providing access.

14 The process used to estimate and fund FRAG recipients as well as candidates for need-based student assistance should be comparable to that used to calculate enrollment workload funding for state universities and public community colleges.

Conclusion

Challenges and Choices focuses on major issues confronting our state as we approach the millennium. The Commission believes that the State and the postsecondary education community cannot choose to address the future without a change in the way we approach the access and delivery of postsecondary education. Business as usual is not an option. This *Master Plan* has identified the following goals for postsecondary education:



Florida postsecondary institutions must focus on their individual strengths while enabling the system as a whole to adjust to the demands of the new economy.



Florida must provide increased opportunities for access to higher education.



Florida must increase the productivity of the postsecondary educational system.



Florida must use educational and telecommunications technologies to improve student learning, access to the associate and baccalaureate degrees, and overall institutional efficiency.



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



Florida schools must employ competent and caring teachers who have the knowledge and skills needed to meet the diverse needs and to optimize the achievement of their students.



Florida must produce an educated populace prepared to use intellectual resources in the workplace and to advance the economic and social conditions of the State.



Florida must increase the postsecondary education attainment of Floridians to meet workforce demand and to provide the intellectual resources for knowledge-based employment.



Florida must promote discovery and application of knowledge to improve its position in the interdependent global economy.

The State and the postsecondary education community cannot choose to address the future without a change in the way we approach the access and delivery of postsecondary education.



Florida must find new ways to provide affordable access to a high quality postsecondary education, based on a fair investment by all involved—students, the state and local community, business and industry.

None of these goals will be easy to attain. ***Challenges and Choices*** addresses these goals and is designed to assist the State Board of Education, the Legislature, the sector boards, institutions, and all others involved in postsecondary education in selecting the strategies and actions that will best serve our state in the years ahead.

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The Postsecondary Education Planning Commission, initially created by executive order in 1980, given statutory authority in 1981 (SS 240.145 and 240.147, Florida Statutes), and reauthorized by the 1991 Legislature, serves as a citizen board to coordinate the efforts of postsecondary institutions and provide independent policy analyses and recommendations to the State Board of Education and the Legislature. The Commission is composed of 11 members of the general public and one full-time student registered at a postsecondary education institution in Florida. Members are appointed by the Governor with the approval of three members of the State Board of Education and subject to confirmation by the Senate.

A major responsibility of the Commission is preparing and updating every five years a master plan for postsecondary education. The enabling legislation provides that the Plan "shall include consideration of the promotion of quality, fundamental educational goals, programmatic access, needs for remedial education, regional and state economic development, international education programs, demographic patterns, student demand for programs, needs of particular subgroups of the population, implementation of innovative educational techniques and technology, and the requirements of the labor market. The capacity of existing programs, in both public and independent institutions, to respond to identified needs shall be evaluated and a plan shall be developed to respond efficiently to unmet needs."

Other responsibilities include recommending to the State Board of Education program contracts with independent institutions; advising the State Board regarding the need for and location of new programs, branch campuses and centers of public postsecondary education institutions; periodically reviewing the accountability processes and reports of the public and independent postsecondary sectors; reviewing public postsecondary education budget requests for compliance with the State Master Plan; and periodically conducting special studies, analyses, and evaluations related to specific postsecondary education issues and programs.

Further information about the Commission, its publications, meetings and other activities may be obtained from the Commission office, Turlington Building, Department of Education, Tallahassee, Florida, 32399-0400; telephone (850) 488-7894; FAX (850) 922-5388; Website - www.firn.edu/pepc

Commission