



**THE REVIEW OF STATE FUNDING
FOR HISTORICALLY BLACK
PRIVATE COLLEGES AND
UNIVERSITIES**

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

October 1996

POSTSECONDARY EDUCATION PLANNING COMMISSION

***THE REVIEW OF STATE FUNDING FOR HISTORICALLY
BLACK PRIVATE COLLEGES AND UNIVERSITIES***

Prepared in Response to Specific Appropriation 188
of the
1996 General Appropriation Act

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EXECUTIVE SUMMARY

In proviso language accompanying Specific Appropriation 188 of the General Appropriations Act, the 1996 Legislature directed the Postsecondary Education Planning Commission to:

conduct program reviews on state funded initiatives at the Historically Black Private Colleges in the Private College and Universities budget entity. The results of the reviews shall be submitted to the Executive Office of the Governor on or before September 30, 1996.

For the last several years, legislative attention has been focused on accountability in all areas of education. Academic programs in both the public and the private sectors have received additional scrutiny as the State struggles to prioritize its resources and commitment to quality educational services. As part of this process, the Commission conducted its review of state funding initiatives at the private Historically Black Colleges and Universities (HBCUs).

Independent education is an essential component of Florida's postsecondary education system. Both the Legislature and the Commission have consistently reiterated their support for maintaining a strong, sound private sector. The State's three private HBCUs: Bethune-Cookman College, Edward Waters College, and Florida Memorial College, are important components of independent education in Florida. Each contributes to the State's educational mission while providing opportunities for thousands of minority students, particularly African-Americans.

Historically, the private HBCUs were the only gateway to higher education for Florida's black citizens. Today, they remain an essential part of the postsecondary delivery system. The three institutions serve approximately 4,500 students. Many of those students enter college with academic deficiencies that must be corrected before they graduate. Because the private HBCUs are tuition driven, their enrollment and growth have not kept pace with the public HBCU, Florida Agricultural and Mechanical University (FAMU). However, they remain committed to serving students and expanding their programs individually and cooperatively with other colleges and universities. Fiscal constraints are a continuing concern of the private HBCUs.

Florida has long been a leader in supporting independent education. Independent postsecondary institutions and students currently receive state funds through several direct and indirect mechanisms. In 1996, the Legislature provided approximately \$73 million to the private sector to further the state goals of access, choice and diversity. Part of those monies (\$7.3 million) were awarded to institutions through the contracting procedure which allows Florida residents to participate at state tuition rates in carefully selected academic programs. Those contracts are reviewed annually by the Commission.

Since 1985, the Legislature has appropriated over \$17.3 million to support various education initiatives at the three private HBCUs. The 1996 Legislature provided \$3.8 million for five such initiatives, not all of which are offered by each of the three institutions. Unlike the contracts noted above, these programs have never been reviewed by a state agency although monies are

dispersed by the Department of Education. Because of concerns that funds had been appropriated to the private HBCUs without specific expenditure guidelines, and that the activities created with those monies had not received a thorough state review, the Legislature directed the Commission to conduct this analysis. The Commission's review revealed that in general, the three private HBCUs have effectively used public funds to create programs to increase student productivity, and to enhance existing facilities or services. In those instances where improvement appeared warranted, or where future activity might be better focused, the Commission offers the following recommendations.

RECOMMENDATIONS:

- 1. State funding to Florida's private HBCUs should be linked to specific goals such as hiring faculty, upgrading facilities, purchasing equipment, providing academic scholarships, and improving student performance. The Legislature should provide clearly defined instructions in proviso language for expending such funds. Specific reporting procedures for the expenditure of such funds should be developed by the Department of Education in conjunction with the Postsecondary Education Planning Commission and the HBCUs. Such annual reports should contain clearly identifiable objectives and measurable outcomes. In addition, the Legislature should clarify or revisit proviso language restricting salary increases from state funds for institutional personnel connected to state funded programs.*
- 2. State funding for the Library Resources Program should continue; however, all funds should be used for the purchase of library materials including media and audio resources, and should not be expended on any other institutional purpose. State funding for the Challenger, Teacher Education Institute, and Upgrade programs should continue with the provisions noted in recommendation one. State incentive funding should also be provided to the private HBCUs on a per student basis. The amount of this additional funding should be performance based. Examples of performance-based factors may include the number of students who: 1) pass the ACT or SAT examinations for admission to teacher education programs on the first attempt, 2) graduate within four years of enrollment, 3) maintain a specified grade point average (GPA), 4) transfer to the HBCUs from a community college with an Associate in Arts degree or, 5) graduate after enrolling in remedial or college preparatory classes. The Legislature should refrain from making one-time non-recurring appropriations to the HBCUs.*

Neither of the following recommendations should be considered a condition or prerequisite for state funding:

- 3. The private HBCUs should pursue agreements with their local community colleges for delivering college preparatory or remedial coursework. These agreements, which would be similar to the current ones used by public community colleges and universities, would permit the most cost effective delivery of remediation services for both the institutions and students. Such agreements could build on the existing statewide articulation agreement currently in place between the Independent Colleges and Universities of Florida (ICUF) and the State Board of Community Colleges (SBCC).*

- 4. To promote the long term fiscal stability of their operations, each of the three private HBCUs should obtain an independent financial management and operations assessment. ICUF would be a logical, useful source of technical assistance for this initiative.*

INTRODUCTION

Beginning with the *1982 Master Plan for Florida Postsecondary Education*, the Commission has stressed that independent education is crucial to the maintenance of diversity and choice in postsecondary education in Florida. Strong independent institutions are vital to an effective system of education after high school and to a balanced set of options for students. In its 1993 report, *Challenges, Realities, Strategies: The Master Plan for Florida Postsecondary Education for the 21st Century*, the Commission called for inclusion of the independent sector in attaining one coordinated system of education in the State and reiterated its support for consistent funding to the independent sector to enhance access to postsecondary opportunities.

Independent postsecondary education institutions and students currently receive state funds through several direct and indirect mechanisms which are designed to further the state goals of access and choice, and to provide specialized educational services. Direct funding mechanisms include contracting between the State and independent institutions for educational services. Indirect funding mechanisms include the receipt of state funds for Florida residents attending independent institutions who are eligible for a number of state financial assistance programs. The total amount of state funds allocated to independent higher education for 1996-97 was approximately \$73 million.

Academic Contracts

For 21 years, the State has contracted with independent colleges and universities for Florida residents to participate at state tuition rates in carefully selected academic programs. Currently, there are 18 funded academic program contracts with five independent colleges and universities in Florida. (See Figure 1A in Appendices) The 1996 Florida Legislature appropriated \$7.3 million to support these programs. Each year, the Commission conducts annual reviews of existing contracts to determine if they are in compliance with the criteria established in statute (s. 229.053 (2)(o), F.S.) and rule (6A-10.032, FAC) and recommends any new contracts to the State Board of Education that are consistent with the State Master Plan for Postsecondary Education. Thus, contracting with private institutions for specific educational programs in Florida is an established legislative practice.

In addition to the tuition differential contracts noted above, the independent sector receives state support for several medical and technical research projects at the University of Miami and for other projects that meet special state interests. In 1996-97, \$4.0 million were appropriated for these projects. The University of Miami's first accredited medical school received \$13.6 million in state funds in 1996-97 for 500 Florida residents who enrolled in that program.

Historically Black Colleges and Universities (HBCUs)

Since 1985, the Legislature has funded various education initiatives at the State's three historically black private colleges: Bethune-Cookman, Edward Waters, and Florida Memorial

College. In total, over \$17.3 million have been appropriated to the private HBCUs in slightly more than a decade. Unlike the academic program contracts that provide tuition assistance to select Florida residents, the publicly funded programs at the HBCUs are not annually reviewed by the Commission, nor are they student specific. Neither the Legislature nor the State Board of Education has provided the HBCUs with specific instructions nor guidelines for expending the appropriated funds. Concerned that there was no consistent format for evaluating the state funded projects or established criteria for reporting programmatic data, the Governor's Office recommended a review of all the projects. Subsequently, the Legislature directed the Commission to conduct this review.

In response to the legislative directive, the Postsecondary Education Planning Commission reviewed the reports submitted by the institutions to the State since 1988. Detailed questions regarding those reports and the programs were sent to the three private HBCUs and site visits were conducted during the summer months of 1996 to ascertain how state monies were being spent and what benefits were being derived from such expenditures. In addition, input from legislative staff and staff from the Governor's office helped clarify the history behind the state support for these programs and pinpoint areas of focus. To direct this study, the Commission chair appointed a Program/Planning Committee under the Chairmanship of Ms. Karen Plunkett that included Commission members Inez Bailey, Ivie Burch, Thomas Haynes, and Edgar Tolle. Four public meetings of the Committee, which included testimony from institutional personnel, were held between June 1996 and October 1996.

BACKGROUND

Florida's four Historically Black Colleges and Universities (HBCUs) have provided higher education opportunities for thousands of minority students since the late nineteenth and early twentieth centuries. The State's three private HBCUs, Bethune-Cookman College in Daytona Beach, Edward Waters College in Jacksonville, and Florida Memorial College in Miami, serve approximately 4,500 students. The institutions admit qualified high school graduates with credits in core academic subjects. Standardized test scores are used for placement purposes only. Each institution is accredited by the Southern Association of Colleges and Schools (SACS) and is a member of the Independent Colleges and Universities of Florida (ICUF).

National Status of HBCUs

Over the last decade, studies have shown the importance of HBCUs to the educational success of black students. One recent national study, comprised of a large survey of black students attending public HBCUs and predominately white institutions, revealed that African-American students at HBCUs fare better than their counterparts at predominately white institutions when measured for academic achievement, social involvement and occupational aspirations (Allen, 1992). A comparable study including black students at private HBCUs could not be found. However, as educators have long noted, both private and public HBCUs have a "special mission" to enroll students who otherwise might not be able to attend college because of social, financial, or academic barriers.

Before the *Brown v. Board of Education* Supreme Court decision of 1954, the overwhelming majority of black college students were enrolled in HBCUs. Today, three-fourths of currently enrolled African-American college students attend predominately white institutions nationwide while an estimated 60 percent of baccalaureate degrees awarded to black students are granted by predominately white colleges and universities (Allen, 1992). Relative to their numbers among all colleges, however, HBCUs continue to produce a disproportionately higher number of black college graduates nationwide.

Florida's HBCUs

In Florida, 24,040 African-American students were enrolled in the State University System (SUS) in 1994-95; 8,923, or 37 percent were enrolled at Florida Agricultural and Mechanical University (FAMU), the State's only public HBCU. Of the 9,900 black students enrolled in one of the state's private degree granting colleges or universities that year, 4,109, or 42 percent were enrolled in an HBCU. Thus, while the majority of black students in Florida attended a predominately white institution in 1994-95, 13,032, or 38 percent attended an HBCU. Even more revealing are data for undergraduate students. In 1994-95 15,677 full-time black undergraduate students enrolled in the SUS of whom 47 percent attended FAMU (See Figure 1). At the same time, 7,124 full-time African-American undergraduate students were enrolled in the independent sector, 53 percent of whom (3,802), attended one of the three HBCUs (See Figure 2). Another 29,702 black students were enrolled in the state's community college system in 1994-95.

FIGURE 1

**Black Undergraduates Attending State Universities
1994-95**

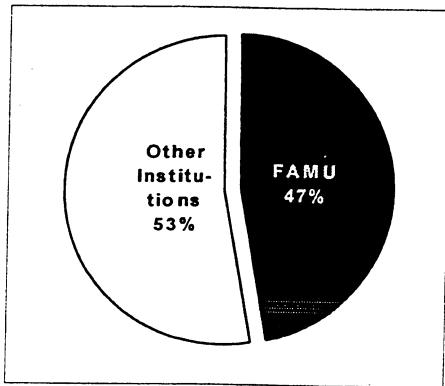
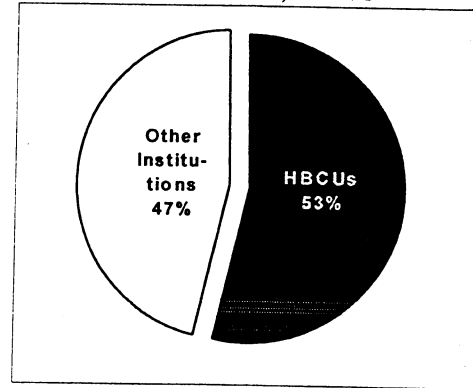


FIGURE 2

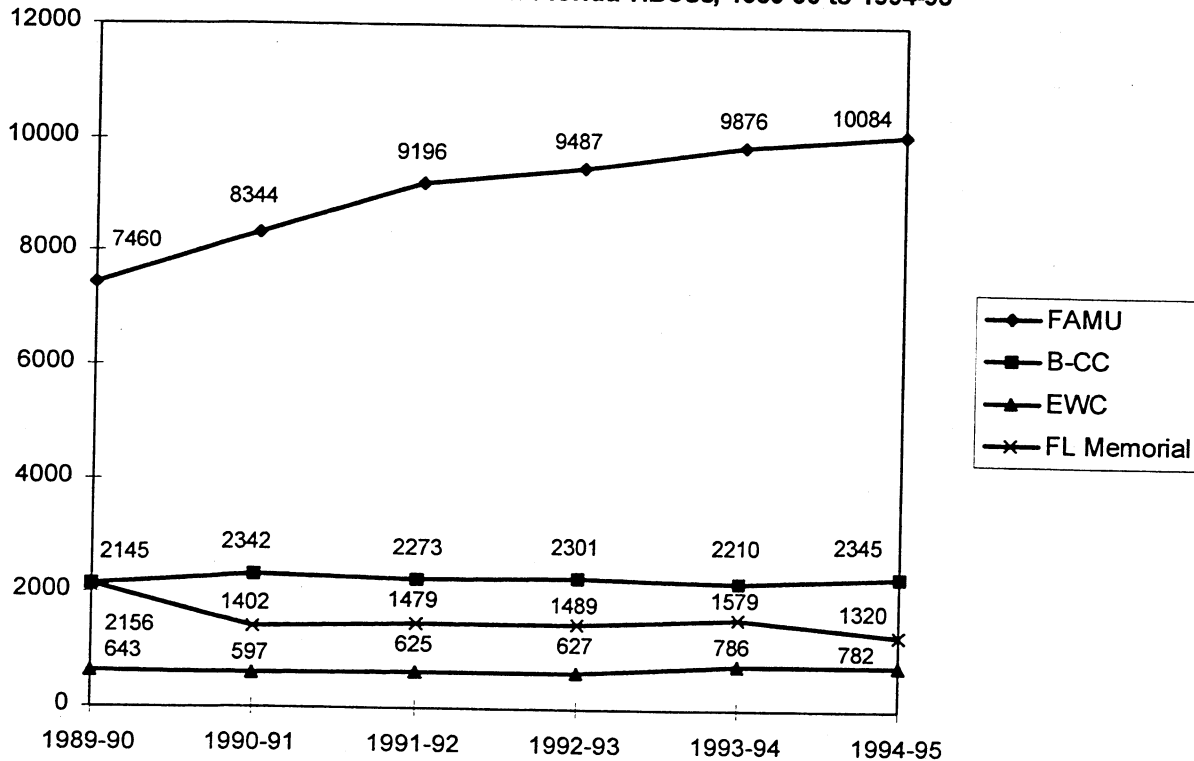
**Black Undergraduates Attending Independent
Institutions, 1994-95**



Total enrollment has increased significantly at FAMU (35 percent) since 1989. Total enrollment at the private HBCUs varies by institution. For instance, enrollment at Bethune-Cookman has increased by nine percent and at Edward Waters by 22 percent. Enrollment at Florida Memorial has decreased by 39 percent since 1989 (See Figure 3). Bethune-Cookman is near student capacity until additional classroom buildings and dormitories are built -- a goal set by the college's trustees.

FIGURE 3

Enrollment Trends in Florida HBCUs, 1989-90 to 1994-95



Graduation rates for African-Americans enrolled in Florida's higher education system vary. The proportion of blacks receiving associate and bachelor's degrees has continued to rise in the

public sector since 1990-91. Blacks were 10 percent of BA recipients in the SUS in 1994-95, a 105 percent increase since 1985-86. Of the 2,943 blacks who received their BAs in 1994-95, 1,222 (42 percent) were from FAMU. Of the 1,852 blacks who received their BA from the independent sector in 1994-95, 53 percent (984) were from the three private HBCUs. The majority of those black graduates (58%) received their diploma from Bethune-Cookman College.

FIGURE 4
Black Baccalaureate Recipients of State Universities
1994-95

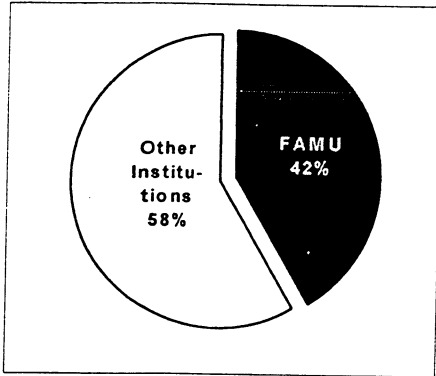
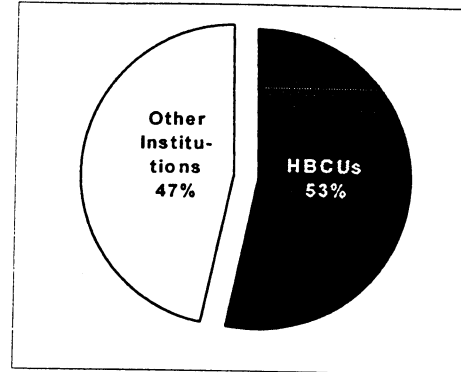


FIGURE 5
Black Baccalaureate Recipients of Independent
Institutions, 1994-95



Like other states committed to pursuing the goals of greater educational access and quality for all of its citizens, Florida has developed programs and services to assist minority, particularly African-American, students with their preparation for and success in postsecondary education. Realizing the important role of independent education, including the HBCUs, in achieving these endeavors, the Legislature has historically provided funding for independent education in Florida.

Since 1985, the Legislature has funded various educational initiatives at the State's three private HBCUs. These publicly funded projects include academic skills enhancement, library resources upgrades, building restoration programs, security measures, minority recruitment and retention initiatives, and new program start-up costs. In total, over \$17.3 million have been appropriated to the private HBCUs in slightly more than a decade (See Figure 2A in Appendices). The Library Resources Program, first funded in 1990, also includes appropriations (\$308,559) to FAMU. In addition, all students who attend the private HBCUs are eligible to receive the Florida Resident Access Grant (tuition voucher). Since 1987-88, \$21.5 million in state funds have been provided to students attending the three private HBCUs.

Following the Commission's 1989 *Study of Academic Program Contracts with Independent Postsecondary Institutions*, the Legislature directed the office which administers the HBCU contracts, the Department of Education's Office of Postsecondary Coordination (OPEC), to "require comprehensive annual reports which include quantified fiscal and programmatic data," and to visit those programs which fail to meet minimum standards of quality and identify necessary corrective action. Since that time, the institutions have provided annual reports to OPEC, but that office has never conducted site visits or required additional information from the programs or institutions.

Commission staff reviewed the reports submitted to the Department of Education and conducted site visits, accompanied by OPEC staff, to the three private HBCUs to gain further information about the programs and evaluate their effectiveness. Some of the programs were indigenous to one school while others were shared by all three HBCUs (See Figure 2).

TABLE 1
PUBLIC FUNDING OF PROGRAMS AT FLORIDA HBCUs, 1985-1996
BY INSTITUTION

	Bethune- Cookman	Edward Waters	Florida Memorial	Private HBCU Total
PROGRAMS				
Gerontology	\$ 1,000,000	\$ 1,000,000		
Challenger	\$ 3,180,040			
College of Education	\$ 3,180,040			
Campus Security	\$ 125,000			
SubTotal	\$ 7,485,080			
Upgrade		\$2,689,981		
Bldg. Restoration		\$1,000,000		
Renovation, Stanton Hall		\$ 205,000		
SubTotal		\$4,894,981		
Library/Classroom Restoration			\$1,000,000	
SubTotal			\$1,000,000	
Library Resources	\$ 308,559	\$ 308,559	\$ 308,559	
Minority Retention	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	
TOTALS	\$ 8,793,639	\$ 6,203,540	\$ 2,308,559	\$ 17,305,737

The following is a brief analysis of those programs grouped by institution and in categories that reflect similar goals or objectives.

Bethune-Cookman College

Bethune-Cookman College, which has the largest enrollment of the three private HBCUs, has received the largest amount of state appropriations. Since 1986, the college has received \$8.8 million dollars to support six separate programs or activities. The Challenger Institute and the Teacher Recruitment Program have each received \$3.2 million dollars during the last decade.

Academic Enrichment Programs

Challenger Institute: First funded in 1986, the Challenger Institute was designed to "improve the retention rate and academic and personal development skills of students attending Bethune-Cookman." Program objectives included establishing a model retention program, improving participants' performance "by having at least a 90 percent passing rate on the College Level Academic Skills Test (CLAST) and to improve the "academic performance of participants so that 30 percent had a 3.5 grade point average (GPA) or above." Over the years, the program has not

shifted its objective but has modified its expectations and the process of selecting participants. For example, after 1990 many of the program's services became available to *all* freshmen students, as many as 87 percent of whom require some remedial coursework. CLAST scores, reported for the entire student body in the annual Challenger report, include students who may or may not have participated in Challenger activities. (Since 1986, reported student scores for all four subtests have never reached a 90 percent passage rate.) Similarly, actual GPAs are not reported. Reports note only whether or not students have "a C average or better." Freshmen students who participate in all Challenger activities are eligible to receive scholarship stipends which apply toward tuition and other academic expenses. Funds used for scholarships are the largest single item in the program budget.

After a thorough review of the Challenger reports and a site visit to Bethune-Cookman, Commission staff determined that despite a lack of longitudinal or comparative data, it appears that the program director and her staff are working to provide remediation, retention and personal improvement services for the freshmen class at Bethune-Cookman, as well as scholarship funds for select students. Tutors and mentors from across the campus at Daytona Beach contribute to the goals of the institutes as do older students who have gone through the Challenger program. Whether the Legislature or Department of Education intended for funds to be used for scholarships and cultural activities is unclear. Proviso language in the 1986 Appropriations Act provided no expenditure guidelines or specific program objectives for any of the initiatives at the HBCUs. However, following a Commission study on independent education in Florida in 1989, the Legislature directed the Department of Education to "require comprehensive annual reports which include quantified programmatic data," and to visit those programs which "fail to meet minimum standards of quality and identify necessary corrective action." The Department has never established standards to measure fiscal or programmatic data nor identified areas that required corrective action. In 1992, proviso language related to all state funded projects in the private college and university budget entity prohibited any private college or university from using state contract funds to provide salary increases for employees at recipient institutions. This requirement was never understood or followed by the institutions. Consequently, salaries for the director of the Challenger Program (and other state funded programs) have increased since that time.

Teacher Education Institute: First funded in 1986, the Teacher Education Institute Program, located in the College of Education at Bethune-Cookman, has received a total of \$3.2 million. The general goals of the Institute were to recruit and retain students in the College of Education who would obtain "mastery of required teacher knowledge and competencies." Like the Challenger Program at Bethune-Cookman, the Institute has updated its goals during the intervening years and has provided annual reports to the Department of Education that provide some data to support the program's objectives. As noted earlier, it is not possible to adequately evaluate a program if student level or longitudinal aggregate data is not reported in a consistent manner. For example, if the goals of this program are to retain, graduate, and place students in the teaching profession, then the reports should contain the number of participants enrolled in the program by class level, the number taking and passing the CLAST, the Florida Teacher Certification Examination (FTCE) and other standardized tests, as well as complete graduation and placement data. It is clear from the reports submitted to OPEC since 1989 that the Teacher Education Institute provides useful services such as workshops to improve test taking skills,

mentoring and tutoring opportunities, and other related activities. In addition, scholarships are provided to participants (all education majors or intended majors) who maintain a certain GPA and other select academic qualifications. It is not entirely clear what impact these services have had on student participants. However, enrollment has steadily increased in teacher education majors (significantly among males) and further documentation may reveal similar progress in standardized test scores, graduation data and placement. A review of budget documents submitted to the State revealed that approximately 40-42 percent of the annual legislative appropriation was expended on scholarships for participants and approximately 50 percent was earmarked for salaries.

The Teacher Education Institute's director has attempted to sharpen the focus of the program for the upcoming year. For instance, the measurable goals for 1996-97 include increasing the percentage of students passing CLAST, ACT and the Florida Teachers Certification Examination (FTCE) by 10 percent, and developing additional training seminars which focus on current trends and issues in education.

Edward Waters College

Edward Waters College has received \$6.2 million dollars in state funds since 1985. The college has received appropriations for academic as well as construction and renovation projects. Approximately \$2.7 million has been appropriated to the "Upgrade" Program, that institution's academic enrichment initiative.

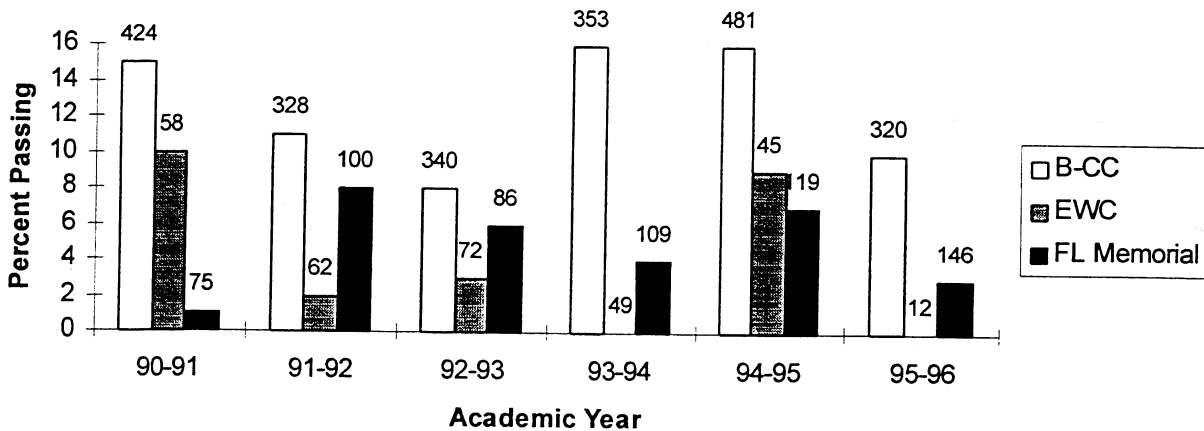
The Upgrading Test-Taking Skills and Proficiency of Students Program (Upgrade) was first funded by the Legislature in 1985 as a means to improve the standardized test taking scores of select students at EWC. The program's initial goals were to 1) "provide academic success leading to college graduation for students in the State who previously had been denied admission to state supported institutions of higher education, 2) reduce attrition rates of freshman and sophomore students, 3) increase the numbers of students who take and pass the CLAST, 4) increase the numbers of students who enter and successfully complete the teacher training program, and 5) increase the number of students who take the teacher certification examination and successfully pass all sections." Because of the ambitious nature of this program, several of the program goals (such as increasing the number of students who complete the teacher education program and pass the teacher certification examination) have never been met or addressed in the annual reports. As with the Challenger program at Bethune-Cookman, the Upgrade program, now known as FOCUS, quickly became available to all Edward Waters freshmen, 85 percent of whom need remedial or development coursework. Program resources are used for computer assisted instruction, primarily for remediation at the entry-level. Students also have opportunities to take practice examinations to prepare for the CLAST. Faculty serve as mentors and advisors. According to the program director, freshman students who are unable to pass remedial classes after one year are encouraged to attend Florida Community College at Jacksonville (FCCJ) in a vocational track. Many students who have attended FCCJ return to Edward Waters and are able to enroll in college level classes. The site team was impressed with the commitment of the director to improving the academic skills of freshmen at EWC, but was concerned that the facilities where the CLAST workshops and tutoring are held were in need of major renovation or repair.

Measurable Results of Academic Enhancement Programs

One of the key goals of both the Challenger and Teacher Education programs at Bethune-Cookman, and the Upgrade program at Edward Waters was to improve the CLAST scores of their students. Analyses of the CLAST scores for the private HBCUs since 1990-91 are revealed below. Figure 6 compares the percentage of first time CLAST examinees at the three private HBCUs. Passage rates fluctuate by year and by institution. For instance, the percentage of first-time test takers who passed all four subtests at Bethune-Cookman went from eight percent in 1992-93 to 16 percent in 1994-95. The percentage of students passing all four subtests in 1995-96, however, fell to ten percent. Figure 7 compares the percentage of first time test-takers at the private HBCUs who passed all CLAST subtests with first-time black examinees from the State's public community colleges who passed on the first try. Figure 8 compares the CLAST passage rate of first-time test takers from the three private HBCUs with first time black test takers at independent institutions and at the State's public institutions. In each subgroup, the passage rate of examinees from the private HBCUs was lower than their counterparts. This is especially significant when comparing the passage rates of examinees from the private HBCUs with those from FAMU. (Figure 9)

FIGURE 6

Percentage of First Time Examinees at Independent HBCUs Passing All CLAST Subtests, 1990-91 to 1995-96

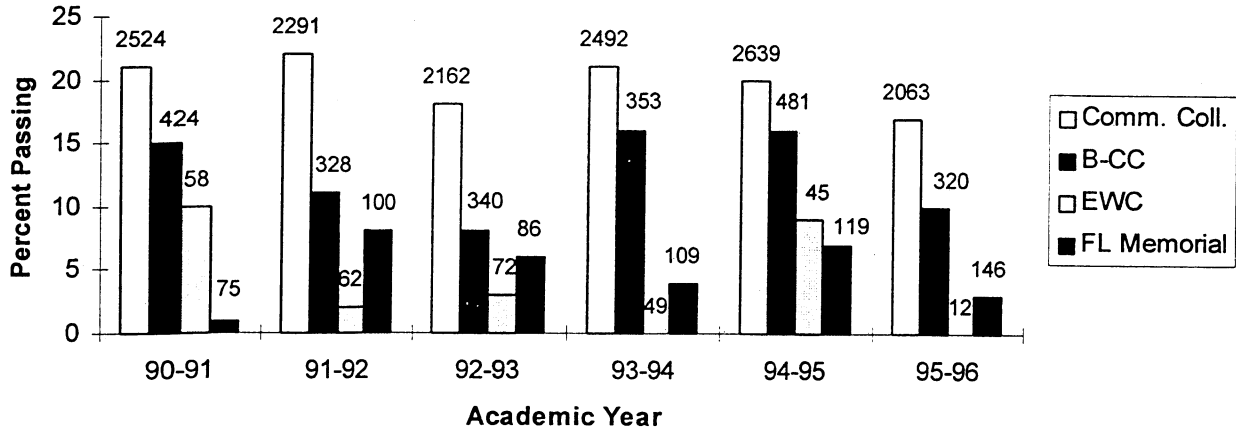


* Passing scores on the math and essay subtests went up in 1991-92 and 1992-93.

** Numbers above bars refer to the number of students taking the exam.

FIGURE 7

Percentage of Select Black¹ First Time Examinees Passing All CLAST Subtests, 1990-91 to 1995-96

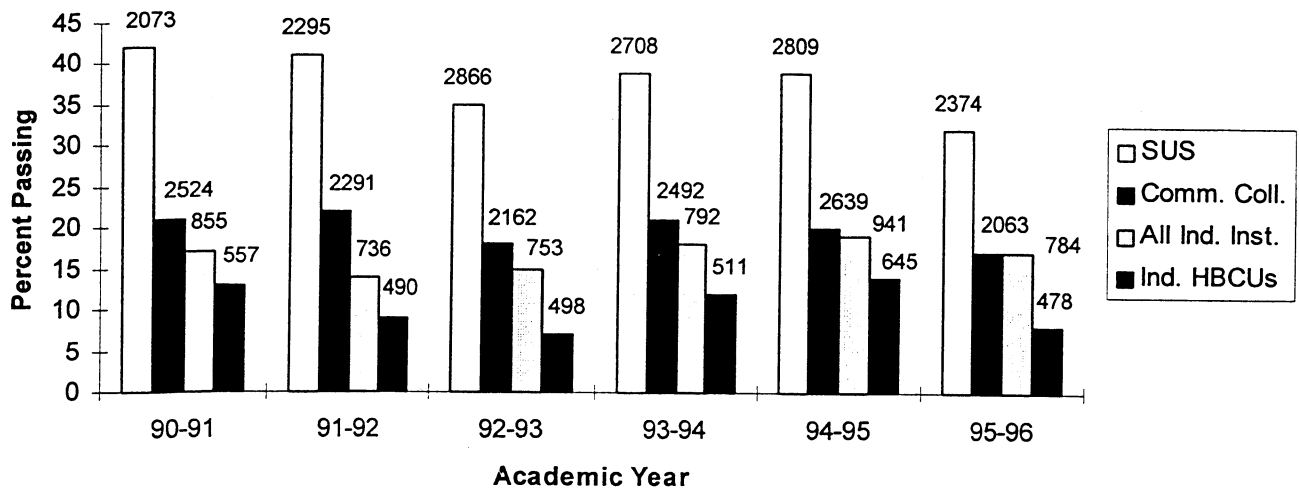


* Passing scores on the math and essay subtests went up in 1991-92 and 1992-93.

** Numbers above bars refer to the number of students taking the exam.

FIGURE 8

Percentage of Black¹ First Time Examinees Passing All CLAST Subtests 1990-91 to 1995-96



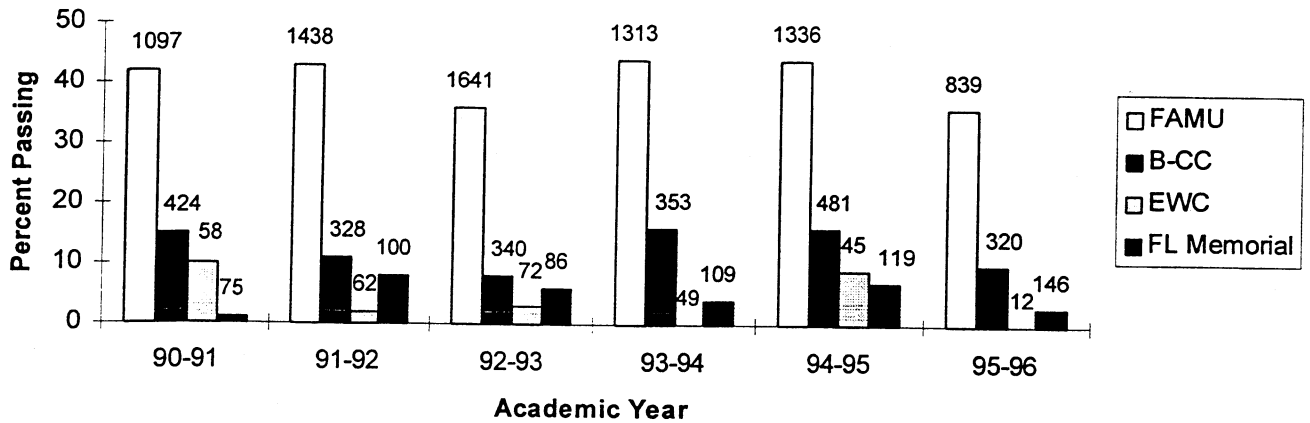
* Passing scores on the math and essay subtests went up in 1991-92 and 1992-93.

** Numbers above bars refer to the number of students taking the exam.

¹**NOTE:** Data by race not available by individual institution. Private HBCU examinees may contain a number of white and/or Hispanic or other students, but account for no more than ten percent of the student population at Florida Memorial, and less than six percent at the other two institutions.

FIGURE 9

Percentage of First Time HBCU Examinees Passing All CLAST Subtests, 1990-91 to 1995-96



* Passing scores on the math and essay subtests went up in 1991-92 and 1992-93.

** Numbers above bars refer to the number of students taking the exam.

Table 2 represents the CLAST “re-takers,” students who failed one or more sections of the CLAST examinations on the first attempt.

TABLE 2

CLAST PASSAGE RATES OF RETAKE EXAMINEES AT INDEPENDENT HBCUs, 1990-91 TO 1995-96

	1990-91		1991-92		1992-93		1993-94		1994-95		1995-96	
	# taking	% passing	# taking	% passing	# taking	% passing	# taking	% passing	# taking	% passing	# taking	% passing
Essay												
B-CC	179	40.8%	139	49.6%	125	55.2%	197	39.1%	263	35.7%	367	43.3%
EWC	39	33.3%	17	47.1%	15	53.3%	40	30.0%	29	37.9%	6	50.0%
FL Memorial	57	33.3%	59	35.6%	34	41.2%	41	41.5%	54	44.4%	63	39.7%
Writing												
B-CC	330	28.5%	428	25.5%	398	28.6%	441	26.8%	419	20.5%	563	28.6%
EWC	63	19.0%	54	20.4%	37	13.5%	71	15.5%	30	23.3%	10	50.0%
FL Memorial	95	24.2%	117	25.6%	57	21.1%	71	21.1%	65	15.4%	81	21.0%
Reading												
B-CC	403	25.6%	510	22.5%	461	27.1%	483	29.6%	445	41.1%	508	33.3%
EWC	83	22.9%	57	10.5%	47	17.0%	75	21.3%	30	36.7%	10	30.0%
FL Memorial	98	10.2%	131	18.3%	72	34.7%	79	25.3%	66	34.8%	80	38.8%
Math												
B-CC	613	25.0%	597	17.1%	573	12.2%	700	11.7%	684	11.5%	935	10.6%
EWC	101	16.8%	68	16.2%	53	11.3%	87	9.2%	40	2.5%	13	0.0%
FL Memorial	131	16.8%	155	15.5%	77	13.0%	100	8.0%	91	16.5%	104	5.8%
All Subtests												
B-CC	77	0.0%	69	0.0%	61	1.6%	116	0.9%	118	1.7%	145	0.0%
EWC	4	0.0%	7	0.0%	3	0.0%	23	0.0%	15	0.0%	4	0.0%
FL Memorial	36	0.0%	38	0.0%	17	0.0%	26	0.0%	33	3.0%	34	0.0%

None of the students who failed all four of the subtests and re-took them in 1995-96 passed all four exams. However, a representative percentage of students who re-took one or more of the subtests did pass those individual tests. Consequently, more students actually pass the CLAST examination during any year than is noted in figures 6-9 that depict "first-time" test takers.

Other State Funded Initiatives

Bethune-Cookman

Campus Security: Following the violent deaths of eight students during 1992-93, Bethune-Cookman requested funds from the 1993 Legislature to upgrade its security system. A one time appropriation of \$125,000 was provided to hire additional security officers and to install safety features and practices. According to a report submitted to OPEC, the college has continued many of the new safety programs and features with assistance from the Daytona Beach Police Department.

Edward Waters College

James Weldon Johnson Center-Stanton Hall Renovation Project: This was a one time appropriation of \$205,000 in 1994. The funds were used to partially renovate the old Stanton High School Building near the Edward Waters Campus. A K-5 elementary school was implemented there last year. The building is in a high crime risk district of Jacksonville and is in very bad repair. The second and third floors are vacant and have been gutted. Plans are to expand the school and to raise funds to renovate the upstairs for Edward Waters College office space.

Lee-Cousins Building, Phase I and II: Funds to renovate the auditorium for administrative offices and general assembly of the student body were provided in 1990 (\$500,000) and again in 1993 (\$500,000). The renovation of this building, which moved very slowly due to unexpected factors such as termite and roof damage, is still incomplete.

Florida Memorial College

Library and Classroom Renovation Project: A \$1,000,000 legislative appropriation for library and classroom renovation in 1995. Funds for the project were spent on a variety of initiatives (approved by the Department of Education) that met the mission of the college. For example, in addition to the refurbishing and renovation of the main teaching auditorium and library, library books and science equipment were purchased. The site team noted during its June 1996 visit that the college had made judicious use of the state monies.

State Funds Received By One or More of the HBCUs for the Same Project

Library Resources Program: Since 1990, the Legislature has funded the Library Improvement Trust Fund for the four HBCUs in Florida. This is the only initiative under the private colleges and university budget entity that includes FAMU as well as the three private HBCUs. Approximately \$1.2 million has been appropriated (\$308,559 to each institution over the last 7

years). Unlike the programs mentioned above, the Library Resources Program was enacted in statute (Section 240.518, F.S.) with the specific intent of enhancing the quality of the libraries at the four institutions. Criteria for reaching that goal included increasing the library's holdings by 500 to 1,000 books per year, increasing library use by students and faculty and enhancing the professional growth of librarians by providing inservice training. The law also stipulates that none of the library funds may be spent on media or not print materials. A review of the annual reports submitted to OPEC and a site review of the private HBCU libraries, revealed that the institutions are meeting the intent of increasing their library holdings. Expenditures on staff development and library promotions, which vary between 10 and 17 percent of the appropriation, were not as well documented. Thus, benefits derived from those expenditures are not clear.

The law stipulated that 50 percent of the library acquisitions were to be in the Humanities, the definition of which was left up to the institutions. Consequently, a large quantity of books in African-American history and literature were purchased by each institution. Among the three private HBCUs, the library at Bethune-Cookman College is the most expansive and well organized with an impressive special collections department and up-to-date technology available to students and faculty. Florida Memorial's library is much smaller and in need of increased holdings and technology, deficiencies the administration and library director are intent on improving. The library at Edward Waters lags behind in its acquisition of computer equipment and use of computers. Book acquisitions meet the stated intent of acquiring 500-1000 books per year, but according to the library director, Edward Waters library would be seriously under stocked without state funds. When the initial library resources legislation was passed, it was hoped that private donations would augment state funding. This has not occurred.

Gerontology Program: In 1995, the Legislature provided \$1,000,000 each to Bethune-Cookman and Edward Waters colleges to start up a gerontology program, major, or area of concentration. Unlike the programs noted above, appropriations for that initiative were included in the Department of Commerce's Division of Economic Development budget entity with additional funds supplemented by the Secretary of State's budget. Both institutions submitted grant proposals detailing how the funds would be spent although staff from the Governor's office as well as officials in the Commerce Department stated that they were aware that the funds were provided primarily as a means to help ease the fiscal difficulties faced by both institutions.

Edward Waters' proposed budget included plans to "enhance" certain majors including biology, English, mathematics, criminology, psychology and sociology with a "gerontology focus." The proposal included \$384,500 for new professors, \$196,300 for a new program administrator and staff, \$35,000 for capital outlay, and \$25,000 for student internships off campus. The college is required to submit an annual report which is due October 5, 1996. The Florida Legislature did not appropriate any funds to continue the program in 1996. During the site visit to Edward Waters College in July 1996, staff inquired as to the status of the gerontology program and were told that the plan had been implemented and would be continued without state funds.

Bethune-Cookman's gerontology proposal included offering a minor in gerontology for sociology majors and enhancing several health related degree programs (nursing, medical technology, etc.), with training in how to treat or diagnose diseases which occur primarily in the elderly. The largest amount of funds were allocated to faculty salaries in six different areas

including business and humanities and start-up costs for program development and capital equipment. As with the Edward Waters program, it is not clear if funds will be used to support other functions of the college as well as gerontology issues and programs. Officials at Bethune-Cookman noted that they will continue to develop and offer gerontology programs without state funding. An annual report received October 3, 1996, revealed that the college has expanded its minor and certificate gerontology programs to a major and has established a Gerontology Multidisciplinary Center.

Minority Recruitment and Retention: The 1996 Legislature appropriated \$3,000,000 to be divided evenly among the three private HBCUs for the purpose of recruitment and retention of minority students with preference given to Florida residents. No other criteria or direction for expending the funds were provided to the institutions. As with the gerontology program, this appropriation was widely considered to be a means to ease fiscal constraints at the institutions. Since that time, each college has submitted a grant proposal to OPEC detailing its plans for improving the recruitment and retention of students. In addition, officials from the colleges have contacted OPEC with specific questions as to what would be deemed appropriate expenditures. Commission staff have been asked by OPEC to help review the proposals submitted to the department.

Bethune-Cookman: plans to enhance the academic experience and environment of its students by expanding recruitment to a national level and increasing the activities and services available to all students. The college plans to greatly expand its computer facilities and software by adding a reading laboratory, increasing the computer resources available in the main library and adding a living learning center lab. In addition, the offices of financial aid, registration, student accounts and retention will be networked through software and hardware to provide better information access to students. The college will expand its tutorial program by adding a full-time coordinator and increase the availability of faculty serving as tutors. The counseling and placement programs will be expanded, as will the intramural program.

According to the budget submitted to OPEC, the college has earmarked \$130,000 for recruitment enhancement. The largest expenditure (\$380,720) is set aside to upgrade computing facilities. Another \$150,000 is earmarked for instructional enhancement and \$83,000 is designated for program administration.

Edward Waters: Interim President Leenette Morse Pennington has appointed a campus-wide committee to develop and implement the marketing plan for recruitment and retention efforts. Project goals include: increasing college-wide participation in marketing and recruitment efforts, increasing the return of adult learners to EWC, increasing the enrollment of students who hold an AA or AS degree, increasing the visibility and improving the image of Edward Waters College (EWC) in Jacksonville, and involving the alumni in EWC marketing activities. The committee identified two areas that are central to the success of recruitment efforts including facility upgrade, repairs and renovation, (\$461,800) and campus information management improvements (\$200,000). The remainder of the funds are earmarked for personnel, professional and technical services, supplies and equipment, and a "recruitment and view book" (\$117,000).

Florida Memorial: has set eight measurable outcomes for their recruitment and retention program. The college plans to achieve a five percent increase in overall enrollment of new students, a three percent increase in students enrolling from the top 5, 10 and 25 percentile of their high school graduating class, a three percent increase in students' SAT/ACT scores, a three percent increase in students with a GPA of 3.0 or better, an eight percent increase in community college applicants, a five percent increase in international student applicants, a three percent decrease in the number of students who need remedial coursework and a five percent increase in college name recognition. Retention outcomes include an increase in the freshmen retention rate from 48 percent in 1995-96 to the national average of 57 percent, an increase among students who use the Career Planning and Placement Office, increased acquisition of computers and the integration of the Internet and other technology into the curriculum, and an increase in the number of students on the dean's list and honor roll. The college plans to implement a wide variety of academic and cultural activities for Florida Memorial College (FMC) students, renovate facilities and buy equipment (\$219,000), provide student stipends (\$14,000) and hire consultants to coordinate its advertising and promotion campaign (\$104,500).

Retention and graduation rates at the private HBCUs are a continuing concern. Florida Memorial College reported in 1993-94 that their drop-out rate between the freshmen and sophomore year was 38 percent. Bethune-Cookman also has a serious problem with retention. Over the last five years, approximately 64 percent of students entering in each freshman class have left before graduation. Similar retention problems exist at Edward Waters where the greatest drop-out rates occur between the freshman and sophomore years. The following data compare the retention and graduation rates in 1994-95 of black students enrolled at the State's three private HBCUs (1991 freshmen cohort) and the same data for FAMU and black students in the SUS (1990 cohort).

TABLE 3

**Graduation and Retention Rates of Black Students From 1990-91
Freshmen Cohort Enrolled at Private HBCUs and in SUS**

	Graduated after 4 years	Retained after 4 years	Total
Bethune-Cookman (1991 Cohort)	13%	51%	64%
Edward Waters (1991 Cohort)	4%	22%	26%
Florida Memorial (1991 Cohort)	4%	19%	23%
FAMU (1990 Cohort)	11%	58%	69%
*SUS (1990 Cohort)	16%	48%	64%

SOURCE: Institutional Accountability Reports

* Without FAMU

It is important to note that many students do not graduate in the traditional four year period but do continue on at their institution and graduate in five or six years. For instance, the snapshot look at graduation rates in 1994-95 on pages four and five of this report indicate that 53 percent of all Florida black independent students were enrolled in one of three private HBCUs that year and that 53 percent of all black independent graduates received their diploma in 1994-95 from the private HBCUs. Consequently, it appears that those institutions are graduating the same proportion of students they enroll.

SUMMARY

- ◆ HBCUs have provided educational opportunities for thousands of Floridians, particularly African-American students.
- ◆ Since 1985 the State has appropriated over \$17 million to the three private HBCUs to provide academic and personal enrichment services to students, to upgrade facilities, to recruit and retain minority students, and to enhance existing academic programs.
- ◆ The Legislature has provided limited directions on how state funds for these programs are to be used.
- ◆ The Department of Education administers the programs and receives interim and annual reports, but has never established input or output program measures or goals or conducted a formal review or site visit.
- ◆ Reporting procedures vary from program to program and among institutions. Consequently, it is not now possible to do a thorough analysis or comparison of these initiatives or to link state dollars to students.
- ◆ Institutional reports document the HBCUs' overall productive use of state funds.
- ◆ The last two legislative appropriations to the private HBCUs, the gerontology and minority recruitment and retention initiatives, have provided revenue for the institutions as well as funds to establish separate programs and serve select students.
- ◆ Overall enrollment at the state's private HBCUs has not increased at the same rate as at the public HBCU (FAMU).
- ◆ Total retention rates of black students are higher at FAMU than the private HBCUs. However, graduation rates after four years are slightly higher at Bethune-Cookman than at FAMU and only slightly behind the SUS without FAMU included. Total retention rates are the same at Bethune-Cookman and in the SUS without FAMU. Graduation and retention rates at the other private HBCUs lag considerably behind Bethune-Cookman, FAMU and the SUS.
- ◆ Based on institutional reports, between 85 and 97 percent of entering freshmen at the private HBCUs in Fall 1995 required remediation in at least one academic area.
- ◆ Long term, performance-based state funding is preferable to non-recurring, one-time appropriations to the private HBCUs.
- ◆ Fiscal concerns at the private HBCUs may contribute to declining recruitment, retention, test scoring and graduation and vice versa.

RECOMMENDATIONS:

1. *State funding to Florida's private HBCUs should be linked to specific goals such as hiring faculty, upgrading facilities, purchasing equipment, providing academic scholarships, and improving student performance. The Legislature should provide clearly defined instructions in proviso language for expending such funds. Specific reporting procedures for the expenditure of such funds should be developed by the Department of Education in conjunction with the Postsecondary Education Planning Commission and the HBCUs. Such annual reports should contain clearly identifiable objectives and measurable outcomes. In addition, the Legislature should clarify or revisit proviso language restricting salary increases from state funds for institutional personnel connected to state funded programs.*
2. *State funding for the Library Resources Program should continue; however, all funds should be used for the purchase of library materials including media and audio resources, and should not be expended on any other institutional purpose. State funding for the Challenger, Teacher Education Institute, and Upgrade programs should continue with the provisions noted in recommendation one. State incentive funding should also be provided to the private HBCUs on a per student basis. The amount of this additional funding should be performance based. Examples of performance-based factors may include the number of students who: 1) pass the ACT or SAT examinations for admission to teacher education programs on the first attempt, 2) graduate within four years of enrollment, 3) maintain a specified grade point average (GPA), 4) transfer to the HBCUs from a community college with an Associate in Arts degree or, 5) graduate after enrolling in remedial or college preparatory classes. The Legislature should refrain from making one-time non-recurring appropriations to the HBCUs.*

Neither of the following recommendations should be considered a condition or prerequisite for state funding:

3. *The private HBCUs should pursue agreements with their local community colleges for delivering college preparatory or remedial coursework. These agreements, which would be similar to the current ones used by public community colleges and universities, would permit the most cost effective delivery of remediation services for both the institutions and students. Such agreements could build on the existing statewide articulation agreement currently in place between the Independent Colleges and Universities of Florida (ICUF) and the State Board of Community Colleges (SBCC).*
4. *To promote the long term fiscal stability of their operations, each of the three private HBCUs should obtain an independent financial management and operations assessment. ICUF would be a logical, useful source of technical assistance for this initiative.*

APPENDIX

FIGURE 1A

**Academic Contracts
Legislative Funding Recommendations
1996**

EXISTING CONTRACTS	1995 LEGISLATIVE APPROPRIATION	1996 PEPC FUNDING RECOMMENDATION	1996 LEGISLATIVE APPROPRIATION
FLORIDA INSTITUTE OF TECHNOLOGY			
BS/Engineering	\$ 401,346	\$854,360	\$ 401,346
BS/Science Education	\$ 86,787	\$234,949	\$ 86,787
UNIVERSITY OF MIAMI			
BS/Industrial (Manufacturing) Engineering	\$ 182,082	\$239,087	\$ 182,082
BS/Architectural Engineering	\$ 74,222	\$193,854	\$ 74,222
MS/Biomedical Engineering	\$ 89,802	\$372,054	\$ 89,802
BS/Nursing	\$ 331,091	\$515,005	\$ 331,091
MS/Nursing	\$ 299,559	\$353,430	\$ 299,559
Ph.D./Biomedical Sciences	\$ 362,228	\$600,000	\$ 362,228
Ph.D./Marine & Atmospheric Sciences	\$ 289,430	\$453,888	\$ 489,430
BS in Motion Pictures	\$ 275,657	\$290,781	\$ 290,657
BARRY UNIVERSITY			
BS/Nursing (Accelerated Option)	\$ 189,989	\$313,698	\$ 189,989
MSW/Social Work	\$ 193,734	\$395,550	\$ 193,734
MSW/Social Work (Ft. Myers)	\$ 110,722	0	\$ 110,722
FLORIDA SOUTHERN COLLEGE			
BS/BA/Elementary Education	\$ 69,823	\$216,216	\$ 69,823
BS/Accounting	\$ 52,832	\$108,108	\$ 52,832
NOVA SOUTHEASTERN UNIVERSITY			
Osteopathy	\$ 2,283,900	\$2,755,000	\$ 2,283,900
Pharmacy	\$ 588,244	\$768,000	\$ 588,244
Optometry	\$ 331,974	\$592,000	\$ 969,400
MS/Speech-Language Pathology	\$ 215,280	\$306,600	\$ 215,280
TOTAL	\$ 6,428,702	\$ 9,562,580	\$ 7,281,128

FIGURE 2A

PUBLIC FUNDING OF PROGRAMS AT FLORIDA HBCU'S, 1985-1996

	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	Total
Bethune Cookman													
Challenger		\$250,000	\$250,000	\$250,000	\$300,000	\$350,000	\$338,441	\$304,267	\$284,333	\$284,333	\$284,333	\$284,333	\$3,180,040
College of Education		\$250,000	\$250,000	\$250,000	\$300,000	\$350,000	\$338,441	\$304,267	\$284,333	\$284,333	\$284,333	\$284,333	\$3,180,040
Campus Security										\$125,000			\$125,000
Gerontology											\$1,000,000		\$1,000,000
Edward Waters													
Upgrade	\$125,000	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$224,777	\$210,051	\$210,051	\$210,051	\$210,051	\$2,689,981
Bldg. Restoration						\$500,000							\$1,000,000
Renov., Stanton Hall									\$500,000				\$1,000,000
Gerontology										\$205,000			\$205,000
Florida Memorial													
Lib/Classroom Rest.											\$1,000,000		\$1,000,000
Library Resources													
(FAMU Included)						\$193,378	\$188,870	\$179,822	\$168,041	\$168,041	\$168,041	\$168,041	\$1,234,234
Minority Retention													
												\$3,000,000	\$3,000,000
TOTALS	\$125,000	\$750,000	\$750,000	\$750,000	\$850,000	\$1,643,378	\$1,115,752	\$1,013,133	\$1,446,758	\$1,276,758	\$3,946,758	\$3,946,758	\$17,614,295*

* Library Resources appropriation to FAMU included.