

Education Estimating Conference for PreK-12 Enrollment
Executive Summary
Phase II – April 11, 2025

The Education Estimating Conference met on April 11, 2025, to adopt a PreK-12 Full-Time Equivalent (FTE) enrollment forecast through FY 2029-30. This forecast is Phase II of a multi-phase process used to develop the final PreK-12 FTE enrollment forecast for the 2025 legislative session. The adopted forecast incorporates new data from: FY 2024-25 Senate Ad-Hoc FES study; preliminary Mid-Year Estimate for FY 2024-25 developed by the Office of Economic and Demographic Research (EDR MYE); FY 2025-26 district requested FTE forecast adjustments; FY 2024-25 FTC scholarship data; FY 2024-25 Scholarship Funding Organization (SFO) carry forward projections; adopted scholarship credits from the March 2025 Revenue Estimating Conference; and FY 2025-26 FTC-PEP award data.

The new estimate for FY 2024-25 (EDR MYE), is 5,411.00 lower than assumed in the prior forecast. This was a net result of an increase of 107.45 FTE in the traditional public-school setting and a decrease of 5,518.45 Family Empowerment Scholarships (FES) FTE. This adjustment from the prior conference largely reflected a different approach to forecasting scholarship FTEs when they are reported in multiple settings. The February adopted forecast used an even split in FTE for these student matches, while the April adopted forecast assumes a 75/25 split in FTE between districts and scholarships, respectively. This methodological change was suggested by the results of an ad-hoc study conducted by the Florida Senate. In addition, the Florida Tax Credit (FTC) program provided 3,692 fewer scholarships than previously projected for this year. Across all FTC and FES program offerings, the changes assume lower than expected interest in these types of programs (by -9,210 scholarships), regardless of the funding source. The new totals for FY 2024-25 are 456,887 scholarships in private settings (including home school) and 2,813,213.08 FTEs in traditional public schools.

Following Phase I (the February 2025 conference product), all 75 districts reviewed the adopted forecasts for their areas and had the opportunity to request revisions based on their insights regarding local conditions. Forty-two districts made revisions: 12 districts made discrete adjustments, 15 districts selected a different growth model, and 15 adjusted both. The districts' combined requests resulted in a starting point for the FY 2025-26 forecast that was 3,794.83 FTE higher than the February adopted forecast. Following the submission period, EDR reviewed each adjustment against preliminary recalibrated survey 3 data and supporting documentation. This review resulted in adjustments from six districts not being accepted, reducing the FY2025-26 FTE adjustment request by 1,460.99. Finally, the new split for matched FES FTE was applied to the adjusted district forecast, increasing the recommended FY 2025-26 by 6,752.25, for a district total of 2,805,298.49 FTE.

For FY 2025-26, the Education Estimating Conference used the EDR MYE as the base for the new forecast. Scholarships for non-public settings are expected to grow to 524,757—a decrease of 16,067 from the prior forecast. This decrease is largely related to two reasons: 1) shifting matched FTE from the scholarship program to districts to reflect the Conference's best understanding of the students' current educational settings (the 75/25 split), and 2) slower than expected growth in the PEP program. Of these 524,757 scholarships, 95,153 scholarships will be from the privately funded FTC program and 429,604.00 FTE will be associated with the publicly funded FES scholarship program. After combining the 16,052.44 FES decrease with the higher estimate of FTEs in traditional public school settings (a gain

of 9,086.09 FTE), all publicly funded students are 6,966.35 FTE lower than anticipated in February, a downward change of 0.2 percent.

Traditional public-school enrollment is forecasted to decline throughout the forecast horizon from 2,805,298.49 in FY 2025-26 to 2,742,162.31 FTEs in FY 2029-30 as the total scholarships for private settings continue to grow, albeit more slowly than originally anticipated. Enrollment in all scholarship programs will increase from 524,757 in FY 2025-26 to 696,740 in FY 2029-30. Further, the reduction in FTC PEP scholarship demand creates capacity within the FTC program for more private school students through FY 2027-28. The forecast for public school transportation stipends was unchanged from the prior conference and is expected to grow from 20,408 in FY 2025-26 to 41,461 in FY 2029-30.

There are three tables below related to state funding: Table 1 provides a summary of the forecast by program category, Table 2 displays total FTE enrollment by year, and Table 3 illustrates the differences between the February 2025 and April 2025 forecasts.

Table 1. April 11, 2025 Forecast Summary							
Program Category	FY 2023-24 Final Calc	FY 2024-25 MYE*	FY 2025-26 Forecast	FY 2026-27 Forecast	FY 2027-28 Forecast	FY 2028-29 Forecast	FY 2029-30 Forecast
101 Basic Non-ESE PreK-3	631,827.17	647,665.02	655,375.42	651,797.12	656,924.56	661,948.42	669,900.05
102 Basic Non-ESE 4-8	812,471.39	849,675.37	865,874.87	875,185.93	883,683.09	878,521.39	871,555.35
103 Basic Non-ESE 9-12	657,456.28	680,508.00	692,774.33	690,129.67	685,408.78	688,803.03	682,564.21
111 Basic ESE PreK-3	185,754.13	199,150.57	208,545.75	215,356.34	222,888.30	229,353.92	235,536.31
112 Basic ESE 4-8	271,156.81	275,081.56	281,171.66	290,169.69	302,397.89	316,834.31	336,700.34
113 Basic ESE 9-12	178,994.08	182,001.95	187,137.64	189,851.13	192,790.59	200,530.97	206,646.76
130 ESOL	215,519.61	236,140.83	236,868.99	233,538.36	232,861.73	232,602.64	232,606.40
254 ESE Level IV	25,734.41	28,795.36	29,774.06	30,854.66	31,961.57	33,452.08	34,967.15
255 ESE Level V	5,088.53	5,817.21	6,125.03	6,386.75	6,688.99	7,106.31	7,512.72
300 Career Ed	70,589.46	70,550.39	71,254.74	70,234.92	69,159.97	69,490.04	68,506.66
Group 1 FTE	2,737,659.86	2,834,082.47	2,890,879.67	2,912,489.88	2,944,093.21	2,975,992.04	3,002,903.02
Group 2 FTE	316,932.01	341,303.79	344,022.82	341,014.69	340,672.26	342,651.07	343,592.93
ESE FTE	666,727.96	690,846.65	712,754.14	732,618.57	756,727.34	787,277.59	821,363.28
Total FTE	3,054,591.87	3,175,386.26	3,234,902.49	3,253,504.57	3,284,765.47	3,318,643.11	3,346,495.95

*FY2024-25 MYE represents preliminary recalibrated survey 3 (February 2025) district data, as of 4/1/25, adjusted for scholarship students reported in multiple settings

Table 2. Historical and Forecasted Total FTE Enrollment			
Fiscal Year	Total PK-12 FTE	Change	% Change
FY 2019-2020	2,860,469.34	28,556.11	1.01%
FY 2020-2021	2,801,507.89	-58,961.45	-2.06%
FY 2021-2022	2,917,321.99	115,814.10	4.13%
FY 2022-2023	2,978,905.57	61,583.58	2.11%
FY 2023-2024 Final Calc	3,054,591.87	75,686.30	2.54%
FY 2024-2025 MYE*	3,175,386.26	120,794.39	3.95%
FY 2025-2026 Forecast	3,234,902.49	59,516.23	1.87%
FY 2026-2027 Forecast	3,253,504.57	18,602.08	0.58%
FY 2027-2028 Forecast	3,284,765.47	31,260.90	0.96%
FY 2028-2029 Forecast	3,318,643.11	33,877.64	1.03%
FY 2029-2030 Forecast	3,346,495.95	27,852.84	0.84%

*FY2024-25 MYE represents preliminary recalibrated survey 3 (February 2025) district data, as of 4/1/25, adjusted for scholarship students reported in multiple settings

Table 3. Forecast Summary				
	February 14, 2025 Conference	April 11, 2025 Conference	Difference	% Diff
FY 2023-24 Final Calc	3,054,591.87	3,054,591.87	0.00	0.00%
FY 2024-2025 Forecast vs MYE*	3,180,797.26	3,175,386.26	-5,411.00	-0.17%
FY 2025-2026 Forecast	3,241,868.84	3,234,902.49	-6,966.35	-0.21%
FY 2026-2027 Forecast	3,259,598.67	3,253,504.57	-6,094.10	-0.19%
FY 2027-2028 Forecast	3,291,013.57	3,284,765.47	-6,248.10	-0.19%
FY 2028-2029 Forecast	3,329,228.83	3,318,643.11	-10,585.72	-0.32%
FY 2029-2030 Forecast	3,361,614.51	3,346,495.95	-15,118.56	-0.45%

*FY2024-25 MYE represents preliminary recalibrated survey 3 (February 2025) district data, as of 4/1/25, adjusted for scholarship students reported in multiple settings

General Notes...

The Education Estimating Conference for PreK-12 Enrollment forecasts full-time equivalent (FTE) students whose educational instruction is funded through the Florida Education Finance Program (FEFP). There are ten program categories in two groups:

Group 1

- Three for basic education students who are not exceptional education students (101: for PreK through Grade 3; 102: for Grades 4 through 8; 103: for Grades 9 through 12) and
- Three for basic education exceptional educational students by grade grouping (111, 112, and 113).

Group 2

- One for English Language Learners (130),
- Two for exceptional education students who need higher levels of services (254, 255) and
- One for students taking career education instruction (300).

The funded educational time for a student may be in a single program category or spread through two or more program categories.

FEFP FTE includes public education settings and a scholarship program for non-public students, the Family Empowerment Scholarship (FES) program. This program consists of two subtypes: FES-EO (for Educational Options) and FES-UA (for Unique Abilities). Families awarded a private school voucher are either funded through the FES-EO or Florida Tax Credit (FTC) scholarship programs. Families awarded a personalized education program (PEP) voucher are only funded through the FTC program.

The FTC program size is limited to the revenues collected for the scholarship program. Once FTC has reached its statutorily prescribed capacity, the FES-EO program is then used for funding private school vouchers. The FES-UA and FTC-PEP programs have the ability to grow based on statutory requirements. In addition, the FES-UA program has statutorily identified student groups that do not count towards the growth cap.

Among other changes, the Conference principals may adopt forecasts that include FTE enrollment estimates for the current year. For the conference held on April 11, 2025, the FY 2024-25 “MYE” represented recalibrated survey 3 (February 2025) district data, as of 4/1/25, adjusted for scholarship students reported in multiple settings.

‘PreK’ figures include only pre-school age children with disabilities (ESE) and pre-school age children whose parents are in the Teenage Parent Program. It does not include children participating exclusively in the Voluntary Prekindergarten Program who receive those services through the public school system.

Acronyms

AAA	AAA Scholarship Foundation
Calc	Calculation
ESE	Exceptional Student Education
ESOL	English Speakers of Other Languages
FEFP	Florida Education Finance Program
FES	Family Empowerment Scholarship
FES-EO	Family Empowerment Scholarship – Educational Options
FES-UA	Family Empowerment Scholarship – Unique Abilities
FTC	Florida Tax Credit
FTC-PEP	Florida Tax Credit - Personalized Education Program
FTE	Full-Time Equivalent
MYE	Mid-Year Estimate
PreK	Prekindergarten
SUFS	Step Up for Students
TSC	Tallahassee State College