Task Force Meeting #6
December 12, 2012

AGREEMENT POSSIBLE?

What We Know

- MAP works
  - About 140,000 students receive aid
  - They graduate at about the same rate as everyone else, controlling for school choice
  - Illinois has been a successful high tuition/high aid model
  - Illinois is in the top 10 states in percentage of workforce with a credential

MAP Issues

- Due to lack of funding, first-come, first-served has become the default rationing device among eligible applicants.
- It leaves many students without a MAP grant, especially independent students, community college students and downstate students. Most of these students do receive Pell grants.
- MAP now provides half the students who need aid with half as much as they need.

Broad Conclusions Supported by the Task Force

1. MAP is better as one big program
2. Access is paramount
3. MAP dollars should go to the students from the poorest families
4. There is a strong desire to extend the processing deadline at least for non-traditional students
5. MAP recipients could benefit from additional nonfinancial support

1. MAP is better as one big program

- Small programs may be at additional risk in tough economic times
- Funding is insufficient to meet demand. We can advocate more effectively as one big voice for MAP.
- Separate small programs can be difficult to administer and are confusing for students

2. Access is Paramount

- Completion is important but not at the expense of access
- The community college is an important pathway to a college credential for many students. However, access to college includes access to four-year colleges and universities as well as community colleges.
- Merit components, especially high school to college measures such as HS GPA and ACT, are “backward looking,” can be discriminatory, and hinder access

3. MAP dollars should go to the students from the poorest families

- While all MAP recipients have demonstrated need, access for the poorest students is important
- Factors that enhance completion are inversely related to family income. Policies that support broad access can lead to lower graduation rates.
- Under certain assumptions, if access is increased enough, the total number of graduates may increase even if graduation rates fall.

4. There is a strong desire to extend the processing deadline at least for non-traditional students

- Non-traditional students decide to attend college later than other students
- They disproportionately attend community colleges
- Getting non-traditional students through programs already begun is a very cost-effective way to generate more credentials
- They are the most price sensitive group of students. They used to receive about half the MAP awards; now they receive about 40%
- Task force has not reached consensus on where the funds should come from to extend processing

5. MAP recipients need additional support

- General agreement among task force members that MAP recipients need additional financial aid information and academic support
- Some evidence from programs at Illinois schools and studies done with other states' programs show that advising programs help retention and completion
- Requiring that schools provide MAP recipients with advising programs would be a good school/ state partnership

Specific recommendations that seem to have task force approval

1. Establishment of a committee to develop guidelines for a school-sponsored advising program for MAP recipients
2. A one year “time-out” for MAP recipients who fail at one institution before they can claim MAP at a second institution.

1. Establishment of a committee to develop guidelines for a school-sponsored advising program for MAP recipients

- Most task force members agreed that additional financial aid and academic advising for MAP recipients was advisable.
- Developing a detailed recommendation will require additional consideration and will require expertise not available on task force
- Establish a committee to develop the parameters and framework for advising programs; schools should have flexibility to customize to own needs.

2. A one year “time-out” for MAP recipients who fail at one institution before they can claim MAP at a second institution.

- Students who begin at one school (usually a four-year institution), fail, and then enroll at another institution (usually a community college) rarely acquire any type of credential.
- Stopping out for a year lets students reconsider what they want to do.

We have a lot of information but we could use more…

- Complete sets of graduation rates, both for first-time, full-time and part-time MAP recipients and non recipients
- Better data on remedial courses: what they are, who is taking them, and the success rates
- Better information on institutional aid. There is at least $1 billion in institutional aid in Illinois (almost as much as Pell). No information is available about how much is merit and how much is need-based and how it dovetails with state and federal aid.
- Some of this information will be available when the LDS is up and running and should be revisited

Final Scenarios

- All scenarios offered in the final set focus on access
- The purpose of all the scenarios offered is to extend the application deadline consistent with the requests made by the task force during and since the last task force meeting.
- With the exception of access, most of the resolution's goals are not explicitly addressed by these scenarios.
- The final set of scenarios differ greatly in impacts; attempting to find common ground with combinations of them is difficult

Final Set of Scenarios

1. Allocation by EFC scenarios
2. Self-funding scenarios for extended processing
3. Award reduction by sector Elimination of proprietary schools
4. A combination of EFC reduction and "self-funding"
5. Flexible MAP scenario

1. Creating two deadlines and allocating MAP within each deadline by EFC

- The first deadline date was for all students; the second was varied to include independent students or all first-time students.
- Two of the scenarios incorporated the CA model idea of grouping schools by CDRs, Graduation Rates and % of Pell recipients. Three scenarios increase the max award.
- While the number of MAP recipients increased; the number of expected graduates did not. More two-year degrees at the expense of four year degrees would be generated.
- Most scenarios result in large sector dollar shifts – primarily from private nonprofit institutions to community colleges.

2. “Self-funding” model where CC students’ total federal and state grant aid cannot exceed some constraint; savings extend processing within the sector

- The scenario variations raised the constraint from $5550 to $6100 and $6250 for all CC students; capping MAP at $700.
- No sector shift of dollars.
- Between 39,000 and 53,000 more awards are made.
- Between 7,000 and 10,000 more graduates; no shift between two- and four-year degrees

3. Maximum award based on the average paid award by sector in the base model

- $3600 at public universities; $4000 at Private, Not-for-Profit Institutions; $930 at Community Colleges; and $2900 at Proprietary Institutions.
- Extends processing to May 31 for all and Aug. 15 for first-time.
- Very small sector shifts
- Without including an elasticity calculation, about 70,000 more awards could be made and about 20,000 more graduates are estimated
- Many students at four-year schools could be unable to make up the difference; MAP awards could lose their ability to incent college attendance.

4. Students at proprietary schools in 2-year programs had MAP grants capped at the community college max while students in the 4-year programs were capped at max MAP

- Of the nine proprietary schools that are MAP-eligible, only three offer only two-year degrees or less. Overall, about 40% of the credentials awarded from these institutions were certificates or associates degrees – the remaining 60% were bachelor's degrees
- Extends processing by one day
- Would apply to all two-year programs (not just those at proprietary schools.)

5. Hybrid Pell+MAP<=$6150 for CC students; EFC cap reduced to $7000.

- Award deadlines are March 27 and Aug 17.
- Relatively small sector shift
- Over 50,000 more MAP recipients
- Graduation rates fall but the number of graduates increases - over 9000 more estimated graduates
- Drives aid to lower income levels

SJR 69 Goals and Concepts

DID WE ADDRESS THEM?

Goals of the Task Force

- "ISAC shall convene a task force to deliberate options for the adoption of new rules for MAP, … with the goal of improving the outcomes for students who receive these awards…"

Other goals:

- Improve partnerships between state and institutions as they provide both financial assistance and academic support to MAP recipients
- Improve the overall effectiveness of MAP grants in helping students of need not only enter college, but to complete a desired program
- Recognize that all colleges and universities are different and the different natures of their student populations and their varying missions must be recognized as inherently good and valuable and the new rules should not alter, nor have an adverse impact on, an institution's mission.

Goals of the Task Force

"ISAC shall convene a task force to deliberate options for the adoption of new rules for MAP, … with the goal of improving the outcomes for students who receive these awards…"

- Improved outcomes were assumed to be more graduations in less time with less debt
- The task force's emphasis on access can increase the number of graduations and increase the percentage of the Illinois workforce with postsecondary credentials

Goals of the Task Force

Improve partnerships between the state and institutions as they provide both financial assistance and academic support to MAP recipients

- The task force recommendation of an advising program for MAP recipients would be an example of improving partnerships between the state and the schools.

Goals of the Task Force

Improve the overall effectiveness of MAP grants in helping students of need not only enter college, but to complete a desired program

- The task force clearly felt that access had to take precedence over completion. The tools to incent completion were considered to be too inaccurate, discriminatory, or too hard to administer. New federal SAP rules have just been put in place and task force members thought they should have time to work.
- States with high attainment rates (Illinois among them) all had large need-based grant programs with no merit component.
- Challenges to completion were viewed as "broader than MAP." Improvements in preparation and persistence are needed for many students.

Goals of the Task Force

Recognize that all colleges and universities are different and the different natures of their student populations and their varying missions must be recognized as inherently good and valuable and the new rules should not alter, nor have an adverse impact on, an institution's mission.

- The task force examined scenarios that excluded sectors or ranked schools on the basis of a few characteristics. None were perceived as having clearly better outcomes than the existing rules.

Concepts to be considered mentioned in Resolution

- Basing institutional eligibility for MAP grants, in part, on an institution's ability to improve its MAP-grant students' progress towards a degree or its MAP-grant degree completion rate
- Basing a student's eligibility for a MAP grant, in part, on the student's ability to demonstrate that he or she is achieving academic success and making progress
- Basing institutional eligibility for MAP grants, in part, on an institution's ability to demonstrate that it is a partner with this state and the institution is providing financial aid to students from its own resources

Concepts to be considered mentioned in Resolution

Basing institutional eligibility for MAP grants, in part, on an institution's ability to improve its MAP-grant students' progress towards a degree or its MAP-grant degree completion rate

- Task force considered variations on the California model which excluded institutions on the basis of CDRs and graduation rates. We added the school's percentage of Pell recipients.
- These types of programs are very sensitive to the parameters used. Also, there are law suits at the federal and state level concerning arbitrary standards.

Concepts to be considered mentioned in Resolution

Basing a student's eligibility for a MAP grant, in part, on the student's ability to demonstrate that he or she is achieving academic success and making progress

- New federal SAP requirements, which tighten pace requirements need to be given time to work
- MAP already has two constraints in place: 135 hour total MAP cap and 75 hour cap at two-year institutions
- One small change to MAP which would conform to this concept is to have students who fail at one institution to have a one-year "time-out" before receiving MAP at another institution.

Concepts to be considered mentioned in Resolution

Basing institutional eligibility for MAP grants, in part, on an institution's ability to demonstrate that it is a partner with this state and the institution is providing financial aid to students from its own resources

- Data reported to IPEDS indicates that MAP-eligible schools in Illinois usually give out significant financial aid.
- Schools providing additional data about institutional aid could better demonstrate these partnerships.

Conclusion

- We looked at a substantial number of possible changes.
- The single biggest problem with the program is lack of funding.
- Increasing access is a more important goal for this program than increasing graduation rates; either path can increase the total number of credentials in the workforce and move us toward the 60% by 2025 goal
- The issue of independent students who file later receiving no aid is important to the task force, but finding the funds is problematic.